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ABSTRACT

The conference convened on June 7, 1981, to study critical issues in rural education, the political and legislative perspectives involved, and resources available for rural educators. The format of the conference consisted of formal addresses and individual discussion sessions. This report includes the formal addresses, covering national implications of the new federal budgetary process: the national perspective on education, particularly rural education; the role of the school/community relationship in rural development; the role of the university in Colorado's future development; federal perspectives on education; political and legislative perspectives; and current issues and events that affect rural education. A brief report from the question and answer session is provided. Concluding the report are discussion summaries which cover staff development issues; the need for innovative models and alternative organizational designs; research issues in rural education; in-service training opportunities; four-day school week experiment; rural teacher training and recruitment in the 1980's; and development of rural education models that work. A list of the conference participants is appended. (CM)

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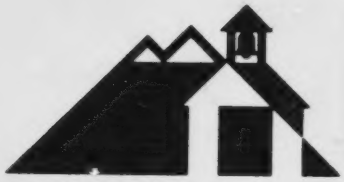
Conference Proceedings

FIRST ANNUAL COLORADO CONFERENCE ON RURAL EDUCATION

SUNDAY & MONDAY
JUNE 7 & 8, 1981

COLORADO STATE UNIVERSITY
FORT COLLINS, COLORADO



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FIRST ANNUAL COLORADO CONFERENCE ON RURAL EDUCATION
Conference Planning Committee
Joseph T. Newlin, Chairman

Frank A. Anderson
Arthur Ellis
Paul Nachtigal
Barbara J. Nelson
Charles F. Porter
William Timpson
Lonnie H. Wood

RC 013046

FIRST ANNUAL COLORADO
CONFERENCE ON RURAL EDUCATION

SUNDAY, JUNE 7, 1981

11:45 A.M.	Advisory Committee Luncheon and Meeting
12:00 NOON -1:30 P.M.	Registration - Lory Student Center Upper Lobby
1:30 P.M. -3:00 P.M. (East Ballroom)	<u>Welcome and Introductions</u> William H. Johnson, Dean College of Professional Studies Colorado State University
	<u>Opening Address</u> The Honorable Hank Brown United States Congress Colorado Fourth Congressional District
3:00 P.M.	<u>Rural Education - A National Perspective</u> Dr. Calvin Bones, President National Rural Education Association
	<u>Country School Legacy</u> Andrew Gulliford, Director - Humanities On The Frontier National Endowment On The Humanities/Mt. Plains Library Assoc.
5:30 P.M.	Social Hour - West Ballroom
6:30 P.M. (Middle Ballroom)	Opening Banquet
	<u>Banquet Address</u> Rural Schools and Rural Development Daryl Hobbs, Director of Rural Development University of Missouri-Columbia
	Howard Bruner - Master of Ceremonies
8:00 P.M. -9:00 P.M.	Social Hour - West Ballroom Informal Discussion Sessions

MONDAY, JUNE 8, 1981

8:00 A.M.	Registration - Coffee and Pastry - Lory Student Center
9:00 A.M. (East Ballroom)	Welcome and Introductions William H. Johnson, Dean College of Professional Studies Colorado State University
	University Address Ralph E. Christoffersen, President Colorado State University
	Federal Perspectives John Runkel, Director for Educational Programs U.S. Department of Education Region VIII - Denver, CO
9:30 A.M. -10:30 A.M.	CRITICAL ISSUES IN RURAL EDUCATION Individual Sessions
Rm. 202	I. Growth, Boomtowns and Energy Development
Rm. 203	II. Staff Development Issues
Rm. 207	III. Declining Enrollments and Shrinking Budgets
Rm. 206	IV. Policies and Legal Issues
Rm. 208	V. The Need for Innovative Models and Alternative Organizational Designs
Rm. 210	VI. Research Issues in Rural Education
10:30 A.M. -10:45 A.M.	Coffee Break
10:45 A.M. -11:45 A.M.	CRITICAL ISSUES IN RURAL EDUCATION Continuation of Individual Sessions
12:00 NOON -2:00 P.M. (Middle Ballroom)	Luncheon Luncheon Discussion - POLITICAL and LEGISLATIVE PERSPECTIVES
Panel	The Honorable John Vanderhoof President, Club 20 Former Governor of Colorado
	The Honorable Al Meiklejohn Colorado State Senate Chairman, Senate Education Committee
	The Honorable Bob Stephenson Colorado House of Representatives Chairman, House Education Committee
	James Kincaid, Head CSU Department of Education, Presiding

MONDAY, JUNE 8 CONT'D

2:00 P.M. -3:00 P.M. — RESOURCES FOR RURAL EDUCATORS

Individual Sessions

Rm. 202 — I. In-Service Training Opportunities

Rm. 203 — II. Four Day School Week Experiment: Preliminary Report

Rm. 207 — III. Community Education in Rural Schools

Rm. 208 — IV. Alternative Delivery Systems for Voc Ed In Rural Schools

3:00 P.M. — Coffee Break

3:15 P.M. -4:15 P.M.

Rm. 202 — I. Rural Teacher Training & Recruitment in the 80's

Rm. 203 — II. Educational Technology for Rural Schools

Rm. 206 — III. Developing Rural Education Models that Work

Rm. 207 — IV. Four Day School Week Experiment: Preliminary Report (Repeat session)

4:30 P.M. -5:30 (East Ballroom) — PLENARY SESSION - Conference Summary

Critical Issues and Future Strategies
Roy G. Brubacher, Assistant Commissioner
Director of Field Services
Colorado Department of Education

5:30 P.M. -6:30 P.M. — Social Hour - Longs Peak Room

6:30 P.M. -8:00 P.M. (Middle Ballroom) — Closing Banquet

Puppet Show - Paula Johnson

Banquet Address

Calvin M. Frazier, Commissioner of Education
Colorado Department of Education

Awards to Outstanding Rural Educators

William Timpson - Master of Ceremonies

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A special "Thank You" is extended to the Mid-Continent Regional Education Laboratory (McREL) for its generous support in helping to underwrite this Conference.

Washington Perspectives

Jim Johnson
(Former U.S. Representative from Colorado)

Attorney-Fort Collins, CO

Note: Jim Johnson appeared for U.S. Representative Hank Brown who had been scheduled to speak but was unable to attend.

Jim Johnson

National implications of the new federal budgetary process: Few people are aware of the revolution that has taken place in the budgetary process. Prior to 1974 bills would arise in an authorizing committee (agriculture, interior, education and labor, defense, etc.) That would authorize bills for hundreds of millions of dollars which was never expected to be appropriated. Some congressmen vote to satisfy farmers by voting for authorizations of many billions of dollars but when it came down to an appropriations bill they would not vote for it. People do not know the difference because people do not understand the system. Congress sometimes votes for billions of dollars of authorizations and not authorize the appropriations. Appropriations committee used to appropriate money far in excess of what was taken in and there never was a congressional budget.

The presidential budget comes up the hill and the appropriations committee immediately ignores it. They go through a subcommittee process. They will have a subcommittee for all the different elements of governmental business and those guys on that subcommittee become experts on the money that is spent in that one particular field. Nobody else really knows what is going on in that area because you have your own responsibilities and the people on the appropriations committee used to be a power unto themselves and the guys that ran those subcommittees were little tin gods, arrogant and aggressive. Everybody in government knew that that was the guy who controlled, in his own little area, billions and billions of dollars in spending and nobody else would know much about it and he could do as he pleased. Almost an autonomous personality. The chairman of the floor committee did not have the power that the chairman of subcommittees had. Differences kept building up because each guy on each little subcommittee would say he was not responsible for the deficits that are coming in every year. "We have our constituencies that we

are responsible for and we must provide for whatever the people want at the time." In Education, certain areas of spending some felt was unnecessary. Like housing, financing of city and county and state programs. So-called experts would stand at the door of the house when they were debating and as members came in, when the bells ring you would have 15 minutes to vote, you were either in your office or in your subcommittee. Debate is going on in the floor of the house. It generally takes place only with the members of the subcommittee of our committee that is involved and these are the guys that have been handling the subject for several months before it ever gets to the floor in the first place. When bells ring for an amendment, people stream in both doors and the chairman of the committee stands at the door and if it is a republican amendment the thumb is down and if it is a democratic amendment, the thumb is up. Republican senior members will be just the opposite. When you have a vote on education programs the NEA people are always outside the doors. This is the way the American system operates. People do not know this goes on but the mind cannot absorb all that. The most vigorous debates occured when we would be talking about two or three million dollars. There was a prolonged and vigorous debate when we were talking about a $10 million dollar program for a White House librarian. Everybody can understand $10 million dollars for a librarian but when you start talking about hundreds of billions for defense, generally you get to the highest bidder. They are complicated and hard to understand so you pass those kinds of bills routinely. You have to rely on subcommittees involved with appropriations. The deficits kept mounting because there was no central place, no central authority, that was responsible for coordinating the amount of money we received through tax revenues at the federal level. We never did have a total federal budget except that which was prepared by the president which only the freshman read the first year, you don't bother to read it the second year. Nobody pays any

attention to it and the president used it as a political vehicle. The budgets kept mounting and they knew something had to be done about it. Various attempts had been made to try to create a congressional budgetary process where you would have the Congress aware of the amounts of money the federal government was going to receive and the amount that the congress was going to spend. We used to go through the supplemental process. We would vote x number of billions of dollars for a certain program and you would get half way through the fiscal year and then you would run out of money. So we would just come back and vote a supplemental. We didn't really have any idea what the size of the deficit was going to be until the end of the fiscal year. Lo and behold you had another billion dollar deficit which nobody wanted but nobody is responsible for. People recognize that this cannot go on. 1950 or 51 we tried a congressional budgetary process and it died quietly, just faded away. We tried again in 1974 to set up a congressional budgetary process by which the congress would deal with a budget and would establish a budget in which it had to live and then the local committees would have to decide how much they could spend on specific programs. Congress did not pay any attention to it. As late as last year (1980) we did not pass the Congressional budget in September when we were supposed to pass the final budget. When republicans raised a rukus about that, the democrats said that the mandatory wording that said "you shall pass a budget" was really advisory in nature and that they weren't really doing anything wrong if they did not pass it in 1981. But it still has not been passed. You are supposed to pass the first budget resolution in May, pass another one in the middle of summer and pass the final budgetary resolution in September. The fiscal year starts the first of October for the next year. People are generally mixed up as to what fiscal year they are in. How do we operate if we don't have a budget? What is the function of the appropriations committee in all of this? There has been a

period of transition because if you did what the bill originally contemplated, you really don't have much use for the appropriations committee. Here you have all these powerful guys and all this structure that is being undermined and they were the ones who were opposed to the idea of a budget committee and a congressional budget in the first place because they could see what was going to happen. From 1974 to 1980 nothing much did happen because the Congress would debate on the budget. We would debate three times during the course of the year, we would pass a budget, and then, either in December or January, we would pass the first supplemental bill that would change the budget. The whole idea behind the budget system was you pass a budget and then you go back to the authorizing committees and then the authorizing committees would decide how much money is going to be spent on each program which is authorized to each department of the government. If the authorizing committees had that kind of authority and the budget committee has the ultimate authority of setting the maximum amount of spending, then what is the appropriations committee to do except to sit there and fill in the blanks. The transition that has taken place has been very gradual and we still don't know how it is going to work. Reagan has two more votes to go before we ever get into the 82' budget. They have not passed the 81' budget yet. They are operating on what they call supplementals. Under this program, if Congress passes certain budgets, the President has the right to rescind or to defer spending. If they go back and tell the President to spend and he refuses to spend it anyway, you don't know what to do so you have an impass. The budget committee bill calls for rescission and referral. If the President rescinds spending that means he feels it should not be spent at all and that requires Congressional approval. Because Congress has already passed the bills requesting the funds and the President says I am not going to spend it, it comes back up and they vote on

it. If the President says, "I am going to defer that spending," that means he will put it off until the end of the year. Congress has nothing to say about that. There is a big difference between rescission and referral. Nobody knows at this stage of the game how the Congress is going to operate now that we have a Republican Senate, a Republican White House, and a Democratic House of Representatives. If the Congress operates the way it has since 1974, they will continue to appropriate money at the rate of 10 to 15 percent a year. The deficits will continue to rise as they have. You will keep getting money until the whole thing collapses. The Reagan proposal for the Department of Education for the 1982 budget is 12.354 billion dollars. That includes seven major changes including consolidating over 50 categorical programs and reforming student aid. These are for the 82' budget as well as proposed rescissions for 1981. The 82' budget is two percent less than the revised budget for 1981. It's the first time that education has had a cut since 1965. The decrease comes from bi-lingual and vocational education and some of the state block grants. They argue that the rescissions for 1981, two billion dollars, will come from impact aid, 66½ million dollars and 103 million dollars in guaranteed student loans and all programs included in the elementary and secondary block grant consolidated in 81' will be reduced by 25 percent in 82'. Rescissions will be proposed in Title I emergency school aid. Most of the programs (250) in block grants are advanced funded so that the 81' budget for federal purposes goes into the 81' 82' school year. Vocational Education and Bi-lingual will be reduced by 25 percent in 1981. Discretionary programs and rehabilitation services will be reduced by 20 percent in 1981. Seven major changes announced as part of their economic recovery program are the central features of the 82' education budget. In their proposal flack they say these changes are designed to shift educational policy away from federal government and back to state and local authorities. The changes

will also curb inflationary pressure and reduce government spending and here is the way this proposal goes:

To reduce administrative costs, regulatory burden and paper work and to increase state and local flexibility over 50 individual programs are proposed for consolidation into block grants. A local education block grant will consolidate over ten existing programs in order to provide services to economically disadvantaged and handicapped students, functionally illiterate adults and children in schools undergoing desegregation. Bi-lingual education programs for children of limited English speaking ability will not be included in the block grants. Because when they originally announced that they would be included they got so much heat from the hispanic elements that they backed away from that. They are going to change student aid programs. They are going to do away with the student loan program interest subsidy. They are going to make major changes in the impact aid program. At this point, these are all proposals.

The impact aid program has been under fire by every president since World War II. They have had votes on it every year in the Congress and it has never been done away with. The reason is that that program was designed as a good program in World War II for a place like Colorado Springs, where you would have a large influx of soldiers and wives and kids into the school district, simply could not handle them. So the federal government would make up the difference. After the war somebody got the bright idea that the postmaster and everybody that worked in the post office was a federal employee, and everybody that worked for the Department of Agriculture and everybody that worked for the National Forest was a federal employee. Take a place like Fort Collins, which has no military personnel whatsoever, and which has high-pay federal employees with much higher average salary than the average citizen.

The result of us counting them was we received $4 hundred thousand dollars a year from the federal government in impact aid. When you start hearing from all of your local taxing officials, you vote against that because you are going to have to raise local taxes and everybody continues to maintain impact aid even though you are measuring that on the basis of individuals who are higher paid than the average citizen. A gross example of that is in Montgomery County, Maryland which is one of the wealthiest counties per capita income in the United States. Most of the working population works for the government and so they receive more impact aid than any of the counties in the United States on a per capita basis. That is something that presidents have been trying to do away with for years. Reagan is going to try to do away with that again. The President has authority to make some cuts. He can make referrals. He cannot make rescissions as they have to be done with approval of the Congress. That means that the democratic house has to approve the rescissions and there is no assurance that that will happen on any particular program. You have to have two more budget resolution victories before the President can claim victory for the 1982 budget. The last time they adopted a budget, the year before, they said the total deficit would be around 30 billion dollars but was actually 65 billion dollars, that is because after you adopt a budget you can still go in and get a waiver of your budgetary limitations. Under the Congressional budget act after you have set your limits for spending you can still get a waiver and go in for an expanded expenditure, and that has happened. That is why the budget has always been actually about twice the estimated deficit. Everybody was in favor of balancing the budget and everybody was in favor of stopping inflation but when we talked about it, eyes would glass over. The public at large does not have a major interest in this, but specific interest groups do and Congress responds to specific interest groups. Be aware of where the advantages lie for whatever specific interest group you are

in favor of and act accordingly. Most of the interest groups have good representatives who know where and how to act in the political climate. National Education Association is a very capable lobbying institution. I understand that your organization has split away from them. Their lobbying is very effective.

Rural Education - A National Perspective

Dr. Calvin Bones, President
National Rural Education Association

My talk here today is related to the national perspective on education and especially rural education. Just as a side bar, I have to tell you that in the preparation for this talk, I was brought back to a number of experiences of mine in past years. In reviewing some of the literature it has brought back to me very forcibly that rural education has got to take another look at where it wants to go. We have been trying to agree for a long time on a definition of "rural" as well as "small schools." In the past years there has been an identification of rural with agriculture. At least from my part of the country, agriculture and rural education are almost synonomous. While this might not fit in Colorado, I think it is appropriate that I share with you an anology of where we might be. Let me identify with agriculture for a moment placing us in an international perspective with other economic issues.

In a recent article entitled "Food Stamps For The USSR," Congressman Tom Harkin, from my Congressional district in Iowa, District #5, takes exception with our national posture on international grain sales. He sites the United States as a one nation OPEC. We export 85 percent of the soy beans in world markets, 70 percent of the corn and 50 percent of the wheat. However, unlike what OPEC does to guarantee a maximum return for its oil, we continue to simply put our grain on the international market and ask them to pay for it what they will. And one of the chief beneficiaries of this policy is the Soviet Union. They buy our grain with the gold they sell. Ten years ago a bushel of corn cost $1.50, an ounce of gold was about $35 and today a bushel of corn costs $3.10, an ounce of gold brings about $500. Compared to ten years ago, the actual amount of gold the Soviets have put out to pay for our grain equals approximately 25¢ a bushel. Harkin sites this as a policy that amounts

to little more than food stamps for the Soviets. Our cheap food policy subsidizes everything else they do. Ninety percent of our grain exports are sold to the richest nations on earth, the Soviet Union, Japan, Germany and China. The experts have calculated that not one bushel of corn or wheat has sold in the 1980 world markets for more than the average cost of production.

This seems to be very analogous in terms of rural education, in that our government seems to disregard the real value of the products from rural America. We may have very well sold ourselves into a social economic class that we can't rise from. I would like to take you through something of a history of where we are in rural education and let you size up as you will where we are today, which is not very much different from where we were in 1890. I think it is interesting to note that last night as I registered for my room over here in the Parmalee dormitory that the girl at the desk interpolated and turned around the 8 and the 9 and had me coming in 1891. As I thought about that and where we are in terms of our perspective in rural education in this country I am not so sure that we are not much more than a year from the 1890 thinking and I think that we need to ponder that.

The problems of rural education are purported in the fact that the rural school itself is the problem. In a recent report authored by Paul Nachtigal for NIE, he suggests the remedy to improve education in rural America goes back to the 1890's with the "NEA Committee of 12 on Rural Schools." The committee defined the remedies as consolidation and transportation of pupils along with experienced supervision by County Superintendents and an emphasis on professionally trained teachers. The second theme of the rural school reforms emerged in the mid 1950's. This concept of

accepting as necessary some existent small schools still advocated that some schools would have to remain small because of terrain and sparsity of populations. The Rocky Mountain Area Project for small high schools here in Colorado was a development of this concept by the Ford Foundation. It implemented such strategies as multiple class teaching, small group techniques, the use of film courses in physics and chemistry and gifted student seminars. This was followed by the Western States Small School Project that carried on some of the same strategies of RMAP and explored many others, including the installation of new curricula, computer based modular scheduling, telephone teaching, non-graded school organization and bilingual and career exploration education.

The third theme of the rural school reform emerged in the mid 1960's with the advent of massive federal intervention and ESEA. This theme is based on an assumption that the problems of all education are generic. Concerned that schools were not adequately serving poorer minorities, policy makers designed problems in terms of advantaged and disadvantaged students. Since both types of students were found in both urban and rural schools regardless of size, common program strategies and funding formulas were detailed to be applicable everywhere. So, we have been, since the 1965 era, plodding along on this course, treating everyone alike and essentially making no difference between rural and urban in terms of format or procedure in ways to deal with rural kids. And while the three themes have emerged sequentially over time, the latter theme has not totally replaced the earlier ones. Instead the school consolidation thinking of the first theme along with the generic assumption of the third, dominates current rural education policy. Both of these themes, the one from the 1890's, and the generic theme, are

consistent with the one best system concept which is still reinforced by the belief that all of America is moving toward a thoroughly urbanized society. And folks that just isn't so. We have been told that for 100 years and that is just not so.

Paul Nachtigal relates some further perceptions of rural America. Federal statistics would have 54 million Americans living outside designated urban areas of the country. Some 12 thousand school districts representing 75 percent of the nation's operating school districts serve the children of this population. Of this population there are three distinctive rural community types described.

Number one is the rural poor described as behind the urban counterparts. They are behind their urban counterparts in terms of wages, family income, adequate housing, access to education and health care and economic power. Political power seems to be outside of their local community. For example, Holmes county in Mississippi, the mining Appalachians and the Indian reservations, are all examples of this one category of the rural poor.

The second community type is the traditional mid America, illustrated by solid family life, well kept homes and puritan work ethic. Power structures are relatively open with broad based political participation. Resources both money and people are available for educational improvement. Examples of this can be found in Iowa and North Dakota, Maine and Texas.

A third type are the communities in transition and those areas developed for recreation or energy resources. They have proximity to urban areas which allows communities to enjoy the rural life in a bedroom type community. Here the social structure is not so much in focus which conflict between the old and new, it almost always focuses on the school. Examples are your Parachute, Colorado and San Juan, Utah. There might

be an error in trying to simplify these categories to include all rural communities in them. I am trying to hold this up with concern, but still must recognize that within these three classes are a great preponderance of our rural communities.

Let me speak now to the various characteristics of rural communities. Generally, rural schools, to say the least, are diverse. Categories include everything from the one room schools on islands in Maine, to large consolidated schools in rural Alabama. Rural schools are normally located in more sparsely populated areas than are urban schools. Both students and available resources are most likely spread across a wide geographical area, but another general characteristic of rural school systems is that they often are smaller than urban schools. Across the nation, 85 percent of non-metropolitan school districts have total enrollments of less than 25 hundred students while only 54 percent of the metropolitan school districts fit that category. Another feature that seems especially typical of rural areas is the closeness of school community relations. Rural communities seem to be more cohesive than urban communities, qualitatively different, characterized by more social and economic interdependence, stronger tradition of local control in government and greater importance attached to the family. The school community relationship is tighter and more significant. The bureaucratic structure in the school is less developed and the base of direction of educational change will be closely attuned to that community; consequently it is going to be slowed up. There is also the condition of isolation, though not true in some rural areas, it exists in many forms throughout rural America. Distance and/or the geographical barriers may separate

rural people from each other and from the rest of the world. Financially, rural school districts are on shakier foundation than are school districts generally. Overall, there are higher rates of poverty in rural areas than in the country as a whole and along with the lower tax revenues. Fifteen percent of the rural population is officially poorer compared to 10 percent of the metropolitan population. When school finance is dependent on local wealth, rural areas are disadvantaged. In 1975-76, rural districts looked to the outside sources for 57.4 percent of their revenues, while the comparable figure for the United States as a whole was 49.4 percent. During the 1975-76 school year, the national average per pupil expenditure was $1,235 whereas the expenditure for rural areas was $1,070 per pupil or 87 percent of the national average. This is in spite of the fact that transportation costs are higher in rural areas. While the average non-metropolitan school district is spending $61 per pupil for transportation services, $49 per pupil is being spent in metropolitan areas or 24 percent more. Rural schools are forced to cut back on instruction where they spend 87 percent of the national average and in attendance and health services where expenditures are only half the national average.

I am going to bore you today with these statistics, if I have to, because I don't think we take the time to back up and take a look at where we have been and where we are at one glance.

Tom Gjelten, writing on the rural experience with federal education aid for the National Rural Center in September of 1980 raises three questions relative to federal education programs and the satisfaction of rural needs.

1. Do federal education programs offer appropriate assistance to rural schools?
2. Is federal education aid sufficient, given the matter and extent of rural needs?
3. Is federal education manageable in rural schools?

You must bear in mind that in this particular assessment, we are talking about a portion of time within our national history when the advantaged and the disadvantaged are the issue. The generic approach, where really the only difference recognized between rural and urban kids is that they are in different locations; according to this immediate and past philosophy, everyone has the same problems. Therefore, as a format is developed for urban, it can be applied to rural and so forth.

On the question, "Do federal education programs offer appropriate assistance to rural schools," it is well recognized that large grants are favored over small grants by the United States Office of Education. There is less administrative work and the impact is more measureable and consequently urban schools are experienced to have greater impact from the dollars with less administrative effort on the part of the office of education. It is common knowledge that in the case of Title IV-C, large amounts of federal funds were afforded urban schools for the development of transferable models. After the development phase of these urban models, the rural schools were given an opportunity to write adoption grants. In many, if not all cases, they have only been eligible for adoption grants. The result has been that they have had to use an urban model in the so called adoption grants which have instead become adaption grants, because they have had to adapt that model to that rural community.

The need in the rural communities is obvious for some unique kinds of developmental models that could be transferred on to other rural communities.

The second question addressed by the national rural center deals with the fairness in the distribution of federal funds. It has been a general philosophy within the office of education that federal funds should flow to large areas of concentrated needs where it is determined that the greater impact will be realized. Consequently urban ghettos and the disadvantaged within these settings have had top priority in the past. The density bias was evident in the Title I concentration grants with school districts receiving bonuses if they have a high concentration of low income students. To be eligible a county has to have either 5 thousand or 20 percent identified low income school age students. The disparity is that small districts only get a bonus for the number of children above 20 percent while the large cities have been able to count all children above the 5 thousand number level and they have been able to count them twice. Fiscal 1980 appropriations for concentration grants was $200 million and of that money 60 percent went to the 130 largest school districts in the country.

Also discriminating in the allocation of federal funds, is the bonus provided those states with the higher state education expenditure. As indicated before, where the state per pupil expenses are down and if a state has a large amount of rural area, the appropriations for that state is reduced.

Another consideration disregards the relative potential of school districts. Rural districts rely heavily on local tax revenue and where revenues are low, extra federal dollars should be provided in the interest of equity. Lets look back now as to just what ESEA legislation was

supposed to do. We talk about it, weighing the advantaged and the disadvantaged, but in reality the thing that it was suppose to do was equalize education. It was suppose to pull money into those areas that needed it. Therefore, we have to admit and say, that was a myth.

The last question addressed was the management of federal aid to rural school systems. When state education offices were asked why more ESEA Title IV-C development grants don't go to rural schools, the response has been automatic, "Because they don't apply for them." Specifically there seems to be little thought given to the idea that perhaps the source of the problem is not in rural school apathy but in the method of program operation which discourages rural school participation. Be reminded that the rural school administration is not institutionalized, it is not bureacratic, it does not have within itself, the time or personnel to write the proposals necessary.

The small rural school systems also have important implications for the experience of formula base federal aid. The problem here is that aid is invariably tied to school enrollments and the smaller the system, the less the aid. With federal grants there is a minimum amount of paper work that accommodates a grant and it doesn't matter whether the money is less or larger, the paperwork is very much the same. It is true that the federal guidelines call for technical assistance to be afforded for rural communities, but in most cases this is imposed upon State Departments of Public Instruction which are understaffed. Now maybe that is not true in Colorado but it is generally true across the nation.

In summary it is time to recognize that urban and rural education are characterized by different problems and different possibilities and

different strategies of education and improvement are required. Thinking about rural education, today, stems primarily from the Office of Education. They have made a determination that is not necessary to think rural in order to serve the cause of rural education improvement. This gives you the perspective and the background as far as where we are nationally from about 1890.

It is time for me, right now, to beat the drum for the national Rural Education Association. This is an association which has been around since about 1905. The memership just took action at Portland in October of this last year, (1980), to sever its ties with the National Education Association. Colorado State University expressed an interest to serve as the national headquarters for REA; this invitation was accepted. With the transition in leadership, at a time back before I became President, Anita Lohr and I concluded that we needed to have some change in the direction of the Rural Education Association, even if that change causes us to go down the tubes. So, it was our intention to continue the Rural Education Association in such a way that it would be representative of the various facets in this United States representative of the diverse rural community. We are talking about representatives who would come to us from colleges and universities, from the federal agencies and state departments, teachers, rural school administrators, educational service agencies, representatives from migrant education and Indian education, etc... We would then provide a national forum which would allow us to speak with one voice designed to change and move our rural policies.

This action in Portland was proceeded by earlier action in 1978 by Senator John Melcher of Montana pursuing with the Office of Education who was representing rural education; he found no one. The statement

was made that anyone that was interested in rural education was referred to the Department of Agriculture. Senator Melcher and then Congressman Grassley of Iowa, who is now Senator, introduced legislation which would amend the new Education Department bill and provide for an Assistant Secretary for Rural Education. This introduced legislation has gone through many circles and we are now being satisfied by the interest of rural education placed under the Assistant Secretary of Elementary and Secondary Education within the Department of Education. I have been in contact with the new Assistant Secretary, Vincent Reed, and have talked of the possibility of my coming to Washington and pursuing together the new direction of rural education. Correspondence that I recently received from Congressman Tom Harkin of Iowa, just a little over a week ago, was that the Senate had still not confirmed the appointment of Vincent Reed.

We are having a conference in Tucson, October 10-13, 1981. We feel that this is an opportunity for those of you who are in attendance to consider tieing in with this new thrust. You have received within your packets information about membership in REA. Joe Newlin, Director of the Rural Center at CSU, is the Executive Director of REA as appointed by the Executive Committee for REA. I am going to just take a moment and ask Joe to stand up and Anita Lohr to stand up, so you can see the Past President of REA and the present Executive Director of REA. Please stand up and be recognized.

In the very few moments that I am going to take in closing, there are a couple of National Concerns that I am very upset about. I think that they are so significant that I need to bring them to your attention. One of them is being sponsored by my own Senator Jepson of Iowa and deals with the tuition tax credit. I am most concerned along with many

others about the future of public education with the implementation of legislation which allows tuition tax credit; I hope you are. And I hope you are concerned to the extent that you will write your Congressmen and express the same.

Of equal concern is the direction that the Office of Education is suppose to take within the consolidation legislation. The key to the Block Grant concept is the particular role played by our state departments. The Iowa Legislature just got done passing legislation which would allow or cause the State Treasury to collect all of the Block Grant money. Within the context of the Block Grant concept, remember, is the forgiving of supplanting of funds. We, in Iowa, are a little concerned as just what our legislature is going to do; whether they are going to front end this Block Grant money and subtract it against the State Treasury or what. Also coupled with this action in Iowa is the concern as to whether Block Grants will go directly to local school districts or whether they will go to the state departments. I am going to suggest that you people interested in rural education might be well advised to throw your lot in with the state departments. I think those of us in educational service agencies, are leaning toward supporting the state department and hope through that process that we can be involved in the necessary input to cause that money to flow in the proper direction.

Terry Bell has been cited as being open-minded about the direction that federal funds being allocated to states will take. At least in some circles it is indicated that he can be influenced. Most significant, however, is the need to turn our national thinking from its 1890 mind set that rural education and urban education be treated the same.

Like the method the Indians used when they did not know how to heal a wound, I believe there is a viable solution for the delivery of rural education. The story goes, that if the Indians in their desire to heal a wound from a laceration or from an arrow or whatever, didn't know how to take care of the infection, they burned the wound, because they knew how to heal a burn. I have to liken where we are in rural education to the Indian cure. Our public, our government, maybe our educational leaders of the past have not known how to deal with rural education, so they burned it into a likeness of urban education, that has got to change.

Thank you.

The Rural School and Rural Development: Involving the School in the Community and the Community in the School

By Daryl Hobbs, Ph.D. Professor of Rural Sociology, University of Missouri, Columbia, Missouri 65211

Paper presented at Conference on Rural Education, Fort Collins, Colo. June 6 - 8, 1981.

It is scarcely an original thought to equate public education with community and economic development of rural localities. This equation has been a cornerstone of many rural development programs in less developed countries in recent years. The emphasis has been no less central in the U.S., although the connection has often been more implicit.

In frontier days it was usually the establishment of a school which transformed a settlement into a community. Later the school in rural communities produced literate graduates who added human resources (capital) to the community, or much more often, to the industrially based cities they migrated to. Education for both rural and urban Americans became equated with "getting ahead" and schools generally emphasized the practical and vocational relevance of the curriculum. In later years as schools became more standardized and rural and urban differences diminished in the face of rural school consolidation and professionalization, schools became even more explicitly devoted to occupational socialization. Increasingly the "value" of education became associated with the greater life time income produced by more years of schooling. The national economy would benefit as well as individuals if they had more, rather than fewer, years of schooling, or so the logic went. The findings of recent studies that more schooling does not guarantee social mobility seems not to have dampened the public view of the economic value of more schooling.

A main feature of the American connection between schooling and the economy is that its focus has been largely national rather than local. Students are trained, whether vocational or college prep, to enter a national labor market and expected to take their skills to wherever appropriate employment opportunities might be. In this process, rural schools, as several authors have observed, have become "urbanized". Standards for curriculum , graduation requirements, building design, teacher certification, lunch programs, etc., are generally established by state and federal agencies. Local schools, in exchange for the approximately 50 percent of revenue coming from state and federal sources, are obliged to conform to these

guidelines and standards. Consequently despite the professed emphasis on local control of schools, there are more striking similarities than differences among the various public schools in the country whether rural, or suburban, east or west.

The national orientation of much of public education is both understandable and defensible in a highly mobile society. Teachers and students move frequently and must be capable of entering new schools with a minimum of disruption. Employment opportunities are unequally distributed in relation to the population - a major factor contributing to rural to urban migration throughout most of this century. Strongly supporting this orientation are textbooks, teaching materials and other educational technology which are produced for a national market.

In most subject matter fields the net effect of this standardization is more uniform and probably improved instruction. But there are some exceptions. There is no local geometry (although there are many local manifestations of it), but there is a local government; there is no local chemistry, but there is a local economy; there is no local typing, but there are local and regionally specific occupational skills. The rest of my comments will be devoted mostly to wondering aloud if, in rural schools and communities, the pertinence of instruction couldn't be improved, and communities simultaneously benefit from, greater incorporation of the community into the school and the school into the community.

I emphasize rural schools in these comments both because that is the focus of this conference, but more importantly, because of some of the unique problems and opportunities of smaller schools in rural communities . Rural schools, because they are small with an often limited resource base, find it difficult, if not impossible, to offer all the programs and features of the "one best system" of their suburban counterparts. However smallness of the school and community also makes easier, if not unavoidable, a much closer relationship between school and community. Although there is a general tendency to regard a school as being a school, regardless of its location, we feel there is a sound basis for at least a modified educational conventional wisdom as it pertains to the rural school. A brief look at some of the

limited statistical data available provides some support for this contention.

Information on public education in rural areas is difficult to obtain even for the most diligent researcher. What information is available is generally reported, not for rural, but rather for non-metropolitan America - a classification which absorbs the small rural school into a statistical category numerically dominated by schools in cities under 50,000. The whole state of Wyoming is non-metropolitan leaving no basis for distinguishing between the urban schools of Cheyenne, Casper, Laramie, etc., and the truly rural schools in that state.

Last year I encountered a reason for this lack of refinement of educational data on rural schools. As a member of a National Research Council panel on data needs for rural development, I called the National Center for Educational Statistics to learn why data are not regularly reported separately for smaller rural schools. I was told that a major reason was that data were seldom, if ever, requested for smaller rural schools. Perhaps a renewed interest in rural education will lead to more requests and subsequently to greater refinement in reporting of data. Such improved data would add greatly to our ability to bring to public attention the problems, benefits and potential of small schools.

Despite this limitation two recent publications provide a good statistical overview from available data. One, by Frank Fratoe "Rural Education and Rural Labor Force of the Seventies", is available through the Economics, Cooperatives and Statistics Service of the U. S. Department of Agriculture and "Public Education in Sparsely Populated Areas of the United States" by Jonathan Sher and Stuart Rosenfeld is available through the National Institute of Education.[1/]

These sources indicate that 32 percent of all elementary and secondary students are enrolled in non-metropolitan schools, but that nearly 12,000 of the 16,500 school districts in the U.S. are non-metropolitan. Of the approximately 12,000 non-metro districts, 70 percent have an enrollment of fewer than 1,200; 54 percent an enrollment of fewer than 600. Sixty-two percent of all the districts op-

erate two or fewer schools. Clearly the typical U.S. school district is relatively small.

Non-metro schools were spending only about 80 percent as much per student as were either central city or suburban school systems. As would be expected the non-metro schools were spending nearly twice as much per student for transportation as central city schools and 50 percent more than suburban schools. If transportation is omitted as an instructional cost then the difference in expenditures between metropolitan and non-metropolitan schools widens. A major reason for the difference is apparently the amount of teachers salaries since teacher-student ratios are about the same in non-metro and metro schools. Sher and Rosenfeld report average teacher salaries in the five most urban states were 50 percent higher than average salaries in the five most rural states. The generally lower salaries paid by rural schools may be at least partially responsible for a rural teacher shortage recently reported in the middlewest. (Dunathan, 1980)

Non-metro schools differ from both central city and suburban schools in source of operating revenue. For the United States non-metro schools receive an average of 43.9 percent of their revenue from local sources in comparison with 56.2 percent for suburban schools and 54.5 percent for central city schools. States provide 34 percent of central city schools revenue, 38 percent of suburban and 45 percent of rural. Federal funds, represent 11 percent of central city, 9.5 percent of non-metro and 5 percent of suburban operating funds.

From the days of one room country schools and an exclusive emphasis on the 3 R's, public education has come to incorporate more and more support services into the program. Both because of smaller school size and more limited financial resources non-metropolitan schools lag far behind their suburban and central city counterparts in providing support services. For example only 45 percent of non-metro schools compared with 62 percent of suburban and 86 percent of central city schools, were offering special education. Only 50 percent of non-metro schools compared with 67 percent of suburban and 94 percent of central city schools had guidance counselors.

Forty two percent of central city, 14 percent of suburban and only 7 percent of non-metro schools reported having audio visual specialists. The same pattern holds for pre-kindergarten, kindergarten, librarians, psychologists, teacher aides and libraries.

On nearly all measures of educational input America's rural schools come up short. This does not necessarily justify the conclusion however, that education in rural areas is inferior because there are fewer inputs being made or superior because schools are smaller.

Rural students generally do not score as well as urban students on various measures of educational achievement. Across the country 19.9 percent of non-metro students compared with 18.6 of central city and 13.2 of suburban students were classified as scholastically retarded (Fratoe, 1978). From data available through the National Assessment of Educational Progress even more clear differences emerge. (National Center Ed. Statistics, 1977) These data show that scores of extremely rural students were well below national averages on reading, writing, math and science. Small town students and those from medium cities scored much higher than the most rural students. The lowest scores however, were for students in the lower socio-economic areas of central cities.

There is also a clear difference across the country by place of residence in the proportion of students who plan to attend college and actually do attend college. In a 1975 survey, 41 percent of non-metropolitan students, 50 percent of suburban and 50 percent of central city students expressed plans to attend either two or four year colleges (U.S. Census, 1976). The percentage who actually attend conforms closely to the plans to attend. A higher percentage of non-metro students expressed plans to attend vocational school.

The issue surrounding the above data is of course, one of cause and effect. It has become increasingly recognized in recent years that students performance in school and their future occupational success is more likely to be attributable to

the socio-economic status of their parents than to various characteristics of the school they attend (Jencks, et.al., 1972). What "causes" the lower performance of rural students - smaller schools with fewer inputs or the generally lower socio-economic status of the rural population? This is supported to some extent by the data reported above. Central city schools report both more educational services and higher expenditures per student than either non-metro or suburban schools, yet various student performance measures are relatively low. Generally income in non-metro America lags behind metro America, the percentage of families below the poverty line is greater, years of formal education of the adult population are lower, etc., all of which have to be taken into account in attempting to draw any conclusions about whether the generally lower educational inputs of non-metropolitan schools translates into a poorer education. As of now, studies comparing student performance in small schools versus large schools, while controlling for socio-economic status, are inconspicuous if they are present at all.

Although victimized by the general category non-metropolitan, the above data demonstrate sufficient differences to support specific attention to rural schools. The above data clearly show a deficit for rural schools in educational inputs; they may show lower rural student performance as a result; they do not show the appropriateness or inappropriateness of schooling to the needs of rural students or how well or how poorly those students fare after they leave school.

Rural Development - Rural Education

Although rural development is a broad and nebulous term that can mean whatever anybody wants it to mean, there are some essential features that most would agree with. Rural development can be said to have occurred if there is a net addition to the resources of a rural community or area or if the rural community makes more effective or efficient use of the resources they have or, if in the view of rural community residents, an improvement in their quality of life has occurred. These may not occur simultaneously such as when a new mining operation adds to the resource base of a

locality, but is perceived by many residents as deteriorating their quality of life.

The basic thesis of the remainder of my comments is that the school in the rural community is an agent of rural development because it adds to the resources of the locality, because it facilitates more effective and efficient use of existing resources and contributes to improving the quality of life in rural communities. Supporters of this view can be found among residents of rural communities who lost schools through consolidation.

The rural school makes these contributions to the community in the process of providing schooling and credentials to the locality's youth. But we feel the door stands open today for a clearer recognition of these contributions and expanding them to the simultaneous benefit of school, community and student. To illustrate we will cite a few examples of activities some rural schools have undertaken to enhance this relationship.

School Based Development Enterprises - a few years ago Jonathan Sher elaborated this concept in his book Education in Rural America. The basic idea is simple and as old as education; namely that students learn by doing, and that what they do had just as well be done for a real community or economic purpose as for a classroom exercise. The thought is that student motivation will be higher, and responsibility greater, if real, rather than contrived , outcomes are produced. A recent and widely publicized example of this concept is the Foxfire publications, and now corporation, which was an outgrowth of a high school project begun by Elliot Wigginton in Georgia.

More recently a number of small rural high schools in Arkansas are experimenting with the concept. The project has been coordinated by the Arkansas Community Education Development Association under the direction of Bob Bell. One of the participating high schools began last October to publish the community commercial newspaper. The small town had been without a community newspaper for two years and it was decided that producing a community newspaper would not only benefit the community but would also provide meaningful and relevant educational experience to the participating students. The first issue of the paper was produced in October of 1980 and has been

published weekly since that time with high school students performing all functions - ad sales, subscriptions, photography, printing, reporting, etc. The paper is operating at a profit with the school board and administration serving as a board of publication. The intention of the board is to be able to sell the newspaper to one of the graduates who shows particular interest in a few years and to move on to other enterprises. Other participating schools in the Arkansas project analyzed their communities for needed services and have either adopted, or are in the process of evaluating, appropriate school based development enterprises. One of the schools is establishing a licensed day care center which will be operated by high school students.

Although such projects are sufficiently demanding to deter many administrators and school officials the philosophy of the school based development enterprise is already incorporated into many existing school activities. The vocational agriculture programs which have been in operation in many rural schools for more than 50 years incorporate many of the same concepts. In addition the school athletic program is essentially a school based development enterprise - it performs a valued service for the community, it produces revenue and is intended to provide pertinent educational experiences for the participants.

Contract Vocational Education - Among the many problems involved in providing vocational training to students in rural communities are the insufficient number of students to justify offering an expensive class in some trade and the inability of the local economy to absorb more than a very small number of persons trained in any particular trade. Area vocational schools have improved access to quality vocational training for many rural youth, but they are generally nationally oriented, have limited capacities and are often too distant to be reasonably accessible to all rural youth.

A response to this set of problems has been tried in three rural Missouri schools during the past three years. The concept involves contracting vocational training

for small numbers of students with various community artisans, crafts persons and business people. Although this sounds very similar to distributive, coop, and various work experience programs there is a subtle but important difference. The trainer is clearly in the role of teacher rather than employer. The teacher like any other, is paid for providing the instruction. The instruction is oriented toward teaching the skills (the student acquiring the competence) specified in the contract.

The program is similar in concept to apprentice training, but with the emphasis on the competencies acquired by the student rather than necessarily the amount of work produced by the student.

In the context of the rural community this approach: (a) greatly diversifies the training opportunities available through the school by using community people as part-time faculty in areas appropriate to their skills or training (b) obviates the need for school investment for training equipment where such equipment already exists in the community (c) provides students with training opportunities in areas such as cattle buying, nursery operation, etc., seldom available through conventional vocational training programs and (d) enhances the possibility of local employment or business opportunity for students who might wish to remain in the community. A disadvantage is that such a program requires same additional effort from school personnel in identifying cooperating trainers, working out contracts, placing and supervising students. Experience however, has produced an enthusiastic response from school administrators and the community trainers.

Local Learning Opportunities and Community Services - It was emphasized earlier that most curriculum and educational materials are oriented of necessity, more to national than to local concerns. While many would agree that it would be educationally desirable to supplement such emphasis with more attention to local government, economy and biology such good intentions would require additional effort from already frequently overburdened teaching faculty.

Realistic options for supplementing the curriculum with locally relevant ma-

terials would seem to involve either students or, again, making use of community talent as supplementary faculty. Probably the most underutilized resource of a school are students because they are seldom thought of as being a resource. What we are suggesting is that educational materials and teaching units on local institutions, geography, careers, geology, biology, etc., could be produced by students as class projects - in the process providing both a meaningful educational experience for the student and additional educational resources for the school. Depending on the capability of the students such materials could be in the form of slide-tape units, photography, statistical reports, visual display models, etc. Quality units could be added to permanent collections .

Possibilities for providing meaningful educational experiences while simultaneously performing a community service is a potentially fruitful way of linking education with rural community development. Students could perform surveys and collect statistical data for community planning and decision-making, advanced typing classes could type official correspondence for the elderly needing that service, construction of some kinds of desired community structures could be undertaken by building trades classes. The opportunities for combining appropriate learning experiences with filling important community needs seem extensive.

Yet another possibility for supplementing and enriching the curriculum of the rural school would be through the use of part-time community faculty. Certainly local government officials could be instructive about the operations of local government, various older persons in the community could provide a treatment of local history, while farmers, bankers, business people, health care professionals, etc., could add to students understanding of various subject matter fields as well as of the operation of the local economy. It is hard to believe that both the students and community wouldn't benefit from the students being better informed about their locality and how it operates.

The above have been intended to be only suggestive of the possibilities for a mutual enhancement of effort between rural schools and the communities that support

them. The list could be much longer, and will probably grow as many rural schools search for ways to enhance the quality and relevance of their educational program while simultaneously confronting rising instructional costs.

Our contention has been simply that an increasing involvement of the school in the rural community and the community in the school will work to the mutual benefit of students, school and community.

Footnotes

1/ Much of the material on the bottom of page three and pages four and five are taken in somewhat modified form from Daryl Hobbs. Rural Education: The Problems and Potential of Smallness. The High School Journal. April, 1981.

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University Address

Ralph E. Christoffersen, President
Colorado State University

I would like to give you a little perspective on what kinds of things I thought were important when I began thinking about Colorado State University and the state. As of last July or August, I knew very little about Colorado except that it was a neat place to ski. I knew even less about Colorado State University. So, it was important for me to learn about the state and the university.

The kinds of things that are going to happen to Colorado within the next 10 to 20 years are relevant to the problems and opportunities that you face in rural education. It doesn't take a great deal of study to discover that Colorado is going to grow substantially. An additional 1.5 million people will live somewhere in the state, and along with that will come a million new jobs. That has tremendous excitement for people interested in economic growth, but, if you look a little deeper, you'll find that the areas in which growth likely will occur are, at least the large ones, easily identifiable. Let me give you two or three examples.

Perhaps the most obvious one, at least for those of you from the Western Slope, is the growth in energy development there. Some estimate that it will require as much as $200 billion in the next 20 years for those resources to be developed effectively. If even a portion of that is used, this state will undergo incredible economic growth. That growth would be accompanied by obvious growth in population with all of the attendant problems. How do you take a town like Rifle and have it grow from a few thousand people to, perhaps, 50,000 people, or 75,000 people or 100,000 people? How does one develop school systems to accomodate that kind of growth? How does one convert a rural community to an urban community overnight, yet use long-term thinking to develop the kinds of resources, support services and structure appropriate for the number of people that will be there?

Another example of where substantial growth has started and certainly will continue is along the Front Range. High technology and nigh technology-based companies have decided that Colorado is an excellent place to invest their resources. Whether it is Hewlett Packard, IBM, Eastman Kodak or a variety of other companies primarily interested in high technology, we already find major investments in people and facilities along the Front Range. So, among the discussions occurring is one concerning greenbelts. What happens to the good farming communities and other rural areas along the Front Range as development continues?

Another area of growth, which is a slightly more subtle one but an equally important one, is in agriculture. In Colorado, one of the major agricultural producers in the country, we have seen in most years an increase in the efficiency of agricultural production. That is very useful and indeed is mirrored in most other states. The frustrating and challenging feature of that, however, is that since U.S. agriculture serves world needs in agriculture, we must be careful to examine what is happening to the world situation with respect to food needs. World population continues to increase faster than our efficiency in agricultural production. So, while we are developing the Front Range and Western Slope by expanding the population and economy, there will be more demands for increased efficiency of our agricultural production and development of our rural capabilities in general. This situation presents exceptional opportunities for Colorado and for Colorado State University.

CSU's College of Professional Studies can help develop school systems by training teachers while the College of Engineering or Business can help with technology development. Also, CSU not only has a long history of developing more efficient and effective means of producing agricultural products, it has a mandate to do so. An institution like Colorado State University ought to have

an incredibly bright future if it can address its resources to the problems and opportunities the state will have. This is one of the most important agendas we have at Colorado State University for the next 10 to 20 years. We intend to combine the expertise, facilities, programs and faculty we have developed over the last 100 years, listen carefully to the kinds of needs being expressed by the citizens of this state, then respond to the extent that we can. But we must respond to those needs so that we truly can say we are addressing the problems of the state.

If we were a private institution, we could decide that we liked art history and didn't like agriculture, then decide not to offer any classes in agriculture but offer very good ones in art history. As a public institution, that is not an option for us. Our curricula must be determined by the people we serve within obvious constraints of resources. This idea of the role of a public, higher education institution applies in general, but I think it applies in spades to a land grant institution. We are attempting, for example, through the next 12 months to visit all of the extension offices, all of the experiment stations, all of our alumni groups and all of our forest service stations to make sure that we emphasize how integral their activities are to this university and how important they are or ought to be in solving Colorado's problems. We also want to begin this process of being even more careful of how and what we do in response to things we hear from our communities.

If these economic developments occur, the traditional problems of rural vs. urban education certainly are going to exaggerated from what they have been. They will require creative thinking on the part of such people as you consulting with our people at CSU. I hope we are able to provide help, insight and ideas for balancing the various needs of the state in developing economic features in urban areas, yet preserving the nature and quality of our existing rural

education programs. I hope you will find that we are interested and responsive, whether it is through the written word, through the two journals being published at CSU that deal specifically with rural education and their problems, through our extension offices, experiment stations, forest service or the campus itself. We hope that when you think of a problem facing you, your agency or your community, your first inclination is to pick up the phone and call CSU to see what might be available within existing materials, expertise or help. We can't promise always to be able to give answers, but we can promise to respond. We are interested in contributing to the solving of economic problems and other problems and opportunities the state will have in the next decade or two.

Federal Perspectives

John Runkel, Director for Educational Programs
U.S. Department of Education
Region VIII

The U.S. Department of Education has undergone a schizophrenic change in its first year of existence, from a newborn agency ready to become a leader among the nation's educators to a department committed to destroying itself. Kind of an unpleasant role for some of us to the extent that we have had to shift gears rather rapidly.

I tried to find a little story that would be appropriate to that schizophrenic situation, and the one that best comes to mind is this little one. When Beethoven died they lined his casket with manuscripts and unfinished symphonies.

Passing the tomb recently someone heard some scratching from the inside of the casket. So the scholars and musicians from around the world came to the tomb. They carefully lifted the lid and found an arm and a hand with an earser was erasing some of the manuscript. A man whispered "What are you doing?" The reply, "decomposing." That is perhaps what is happening to the Department of Education. I think we are decomposing.

I wanted to make a few general comments, in the federal perspective area, about what initiated some of these cutbacks, what initiated block grants and what has put us into the changes that we are seeing in the new administration. I think item number one would have to be inflation. Ted Bell recently said, for example, that just a two percent cut in the inflation rate would increase the purchasing power of the school districts nationwide by 2 billion dollars. We have not had a cut in federal programs for nearly 30 years now. I am pretty much aware too that it does little good to provide school districts with large sums of federal funds to try to meet some of the special needs when in fact a large portion of it is eroded by inflation. There is no question that inflation had to be dealt with, in regard to federal spending and with respect to central aid in education.

I suppose, though, there is a giant question among some of you about how the reduction of federal spending is going to have the impact that it is designed to have or whether it is really tied to energy and other factors. As you work with children and as you work with these special programs I am sure that question comes up in your mind. Is this the right way or could it be done perhaps a little more gradually, rather than quite so quickly.

Another factor that public educators are facing today is the issue of the tuition tax credit. Just last week Superintendent Brzeinski of Denver stood up at our meeting and said "The tuition tax issue and the voucher program will seriously alter the public school system as we know it today."

When I tried to find out why the private schools have been so successful, I went to a study and found these factors. One, there is a greater value placed on schooling by parents who select a school and pay for a "better education." You can say we all pay for public education through taxes. At any rate that was one of the criteria.

The second factor is that there is a greater commitment by private school teachers. Some of you are probably public school teachers out there. I don't know whether or not this is true? There are new and younger teachers in private schools. That could be true because our public school system does allow the teachers to stay on and, as nearly as I can tell, you would get newer and younger teachers in private schools. Whether that is better or not--I think you could have another argument.

There is the autonomy of the private school which includes a separate board, for example, and a separate principal selecting system with a "localness" to it. This is cited as a reason why private schools are successful today. Another interesting one is that the financing is decentralized and the selection of the staff is left up to the individual school. Some of the public school districts have many, many schools and could it be that selection by the individual school would make it better? I don't know. This last factor I thought was very interesting. It says there is a family in the private school which creates not only a closeness but also expectations. I think families do that. Here at CSU I have a daughter who will graduate in August and I have high expectations for her. Many studies have shown that a most important incentive to success at the college level is in the fact of family concern, not just the issues about background, or many others that you could think of, but rather the family motivation. The private school has that and maybe it is something we should be looking at. In fact, I guess one of the reasons I am raising this question is that all six of these points are something public schools may want to consider as factors that could make the public school more successful. The private school has far less restrictions, far less regulations, far fewer requirements and in fact I suppose if you had an option to be a private school principal or a public school principal, on the basis of those factors, you might choose the private school. It is a little easier to administer and one of the arguments thrown at Moynihan and others in their tuition tax presentation is that they just simply have it a lot easier. Well, those are some of the federal items that I wanted to touch on.

One more idea I feel is worth sharing with you is this controversial subject of block grants. We know what the cause of inflation is, we know what block grants are supposed to do and perhaps will do, and that is deregulate, "Get the government off our backs." That is a cry that has been around for a number of years. As a federal employee, I can tell you I have heard it quite a few times. I remember going to a school board meeting in Montana for example. I walked in, sat down, and we hardly got the meeting going when a great big rancher stood up, looked right at me and said "We don't want any of your federal money." He kind of broke the meeting up and I said "O.K., we will take off." Another time there was a sign on a superintendent's desk that said "We will kill every third Fed and two just left." These are some greetings I have received. A lady in Idaho really gave me a tongue lashing about federal control. I tried to show her though that the U.S. Forest Service, even the Park Service in its protection of the parks in marketing, did in fact have a control mechanism. There are federal agencies whose purpose is control. In federal aid to education, however, not many superintendents are overly concerned with federal control. They work with it.

On the impact aid issue Jim Johnson, our former Congressman, was talking about, I felt he overlooked a major point. I wanted desperately to talk to him about it but he took off rather quickly. He mentioned the issue of high salaried people as though the sales tax and the revenues generated from the salaries really went into education. That is not necessarily so. The property tax is the source of the revenue for education. The basis of the impact law, as you well know, is that if you lived or worked on federal property, neither of those properties generated tax dollars. And

that is why you had the so-called "B" category. If you live off and work on federal property the average federal employee pays taxes on his home, goes to the Safeway store or wherever he works, and pays taxes there. These are property taxes and they generate taxes for education. The idea actually started when a superintendent in California told about a dozen kids from the park service that he was sorry but they could not come to school. This was not a mean superintendent or one who disliked children. He was simply saying that since we do not generate any resources from the park we cannot support you in school. It prompted the Congress to develop a law stating that where no taxes are generated, they will help with the per pupil cost. That is the origin of it. It turned into the Lanam Act and of course it became a big factor during World War II because then you were talking about hundreds of students from federal bases.

Back to block grants. In our states of Region VIII, which by the way include North and South Dakota, Montana, Utah, and Wyoming in addition to Colorado, there is vast ruralness. The block grant administration's idea consolidates about 44 programs, eliminating many of the fiscal procedural requirements. Block grant proposals will do away with matching of funds, maintenance of effort, excess cost, supplant or supplement provisions and set asides for categorical purposes. So they will eliminate a great many requirements. That is the administration bill. John Ashbrook of Ohio has presented an alternative to the administration bill, and it looks like it is moving ahead much faster. It would have some categorical aspects to it, not nearly what you are used to working with. Arvin Blome of the Colorado Department of Education

was back at the hearings and he spoke to our staff on the subject. He felt there would be an alternate bill presented on the block grant issue that would have some categorical aspects, such as Title I and education for the handicapped.

I wanted to just touch on the purpose of your conference and the regional role which is minimal. I thought Dr. Calvin Bones very accurately summed up the federal posture in rural education. For example, he said "Do federal programs offer appropriate roles in rural education?" The answer is no. We have 152 pieces of legislation of various kinds but we don't have anything specific on rural education. His second question was "Is there a fairness in the distribution of federal funds?" And the answer again is no. It is obvious that ESEA Title I is skewed in the direction of urban schools in big cities. That is where most of the money went. That is the way the law was designed. In fact, if you look at the hearing there was a great struggle over whether the smaller districts whould be included and how small you could be before you were eliminated. Third point he raised was equalized education through federal programs. Again it has not happened. He closed with management aspects being unfavorable to small districts. It is true. Grant writing alone gives the bigger school districts an advantage. So the four points he raised sort of summed it up and I told him this morning I really probably didn't need to talk on the subject as he covered it so well.

We have been negligent but as Paul Nachtigal points out in his Improving Rural Schools, "Rural education has not been high on the agenda of either educators or policy makers." So perhaps there is a lot of work to be done. As President Christoffersen pointed out perhaps CSU could be a

rallying place and point to do some of that and maybe the time is right for that. As the federal programs are diminishing, maybe it is time for local initiatives. It is perhaps long overdue but maybe the time is right to organize and get local school districts, local people, CSU and I hope our regional office to work together for rural concerns. We wouldn't be able, as I just pointed out, to bring any legislative funds but we are certainly happy to act as a catalyst, to convene meetings, to assist in materials or in any other way that we could. Obviously living in Denver for twenty years and working in the states that I described, you couldn't help but become interested and concerned about rural education.

Before closing I would like to introduce my colleague Dot Wolfe who has worked quite extensively in rural education and handles that concern in our office. One last point. At the recent National Diffusion Network meeting in Denver Everett Edington voiced his optimism for rural education, saying that rural education is being heard more and more. I hope he is right and I hope we take this opportunity at the first annual conference to build on that. I want to thank the organizers of the conference for including us Feds. We are diminishing in our role rapidly and it is nice to be welcome somewhere. We were welcomed here at this conference on rural education and we thank you very much.

Political and Legislative Perspectives

John Vanderhoof
President, Club 20
Former Governor of Colorado

The Honorable John Vanderhoof

It is a pleasure to have this opportunity to talk about some of my thinking on rural education. I don't know why you would pick me particularly. Maybe it is because all of Western Colorado would probably qualify as rural. Some of our discussion this morning is how do you define rural. I can tell you about one rural school, called Stove Prairie. It's about 21 miles west of here and that is a real rural school. It was at least about 1928 to 32' when I rode 3½ miles to Stove Prairie school and was a member of that great student body of three to five students. I believe I got a good education in the basics except for a few things... like I've never been able to carry a tune. You see we had no pianos, and I think the only musical instrument in all of Stove Prairie was an old fiddle. Well there is going to be a tremendous amount of change both good and bad and different and whatever as far as Colorado and as rural is or was. This was rural in my estimation when I attended Fort Collins High Shcool and lived at 1211 West Oak and that was about the end of Fort Collins, right at the City Park. I can remember very vividly poaching pheasants not very far from the City Park and many other activities that we would call definitely rural in nature, back some 20 or 40 years ago. I don't know whether you would call Larimer County, I guess you would call the Poudre and that west country rural, but I don't know what you would call it down on the front range. But I don't care what you call it, the entire school systems both rural and urban of Colorado and the Rocky Mountain West are going to change dramatically. Some of the things you must think about. Why is this change going to take place? This great brilliant country with 229 million people have allowed themselves to get in a position where today our life style, our entire economy depends on a pipeline running some 15 thousand miles in length. It is not a connected pipeline but if you visualize it is a lot of segments of pipe, some

12, 13 or 14 hundred feet in length, 3 hundred feet in diameter, which are constantly moving a long a route of 15 thousand miles to the shores of this great country. And they don't travel through some of the most friendly places to the United States of America, no one know how long that pipeline will be in operation. I have made similar speeches over a period of time and I have said we may wake up tomorrow morning and find that a couple of the nations, or more than that, in the Persian Gulf are at each others throat. Sure enough I woke up one morning and they were and they are still at it and how many more tomorrows, or 10 days from now or 10 years from now, that a repeat will take place, but I do know if everything happens to the very best that that pipeline gradually diminishes over the next 30 and probably disappears entirely in 35 years. 35 years used to seem like a long time but when you get to be my age a few months can sure slip away in a hurry and 35 years can slip away from a nation in a hurry. In the meantime the United States of America and the rest of the world must make some dramatic changes. We have been living on the top of a lovely bubble made of cheap energy. Nothing is any easier to do technically than to discover an oil basin and drill oil wells, put some casing in the ground and produce. Just a few short years ago that oil was as little as a dollar per barrel, then two dollars and now it is around 38 dollars a barrel. 10 years from now 50 or 60 dollars a barrel is likely. And then there isn't going to be any more of it as we know it today. And what has to happen is that we have to move to the alternate sources of energy. And whether you like it or I like it or anybody else likes it these sources happen to be placed where you live -- here in the Rocky Mountain West. This nation's survival depends upon the states of New Mexico, Colorado, Utah, Wyoming, Arizona, Montana, and the two Dakotas. That is the rural United States of America, but there are going to be dramatic changes back east and in the midwest also. But the most

dramatic changes will take place where we live. There are, we talked a little bit about it this morning in our little session, anomolies. We are going to have fast growth areas in rural areas. Western Colorado will absorb many, as many as a million additional people in the next 30 years. At the same time the front range will possibly absorb a million and a half or 2 million people and then there will be other parts of Colorado that will not grow at all but will sort of dwindle in numbers and that change is as dramatic as too much growth in other areas. Areas as far away as 200 miles when there is a capability for a small industrial manufacturing and services base may share in the growth. I will just take one out of the air, might be Sterling. They have a community college and industrial capability people who would like to work. If you look at what is to be built in the Rocky Mountain West and Dr. Christoffersen said 2 hundred billion dollars this morning, my figures show 8 hundred billion dollars will be spent in the United States of America in the next 30 years in this transfer from one energy source to another. There will be many places in Colorado where they have man power and capability that they will be a part of the delivery system to the major energy base aneus. I am sorry I didn't bring enough of the little handouts that I distributed that talks about synthetic fuel plants. There are only two of any major size in the world. They happen to be in South Africa. Well this is a construction of the first one and it is on line. It is producing 56 thousand barrels of syncrude a day and the second one is about at this stage of construction. But if you took these two plants and placed them over Grand Junction there wouldn't be any Grand Junction and that would be somewhat similar to Fort Collins. There maybe the south suburbs. But it would cover up this vast area. That is the magnitude things like 8 hundred thousand years of concrete, 5 hundred thousand tons of steel, 22 thousand construction workers, the utilization of more coal in these two plants then we produce in Colorado today. Well those are the types of

structures that will be built in the Rocky Mountain West and when you look at these and you see how many electrical motors there are and hydraulic valves. Oh my God! Unbelievable! Similar to constructing and operating 100 air craft carriers, there will flow in and out from those installations whether they are in Montana or Wyoming or Colorado, untold quantities of materials. The supply system for all of that, the repair system, the maintenance system and so forth. So that there are going to be in those areas that so want them and prepare themselves, a great deal of work for trained and skilled people. And I think that you will find that in many of what you would call our front range plans rural communities that are presently just holding their own that there could be some transference to growth situations. I want to tell you some other things about your rural schools and a delivery systems and all of that. Some things that you have got to be aware of. You have got costs today that are driving you up the wall and we have been talking about the Potomic and alot of other problems that are involved. You are going to go through some horrendous changes in the cost of your operations in your rural schools as well as your city schools. You think you have seen something up-to-now, well you haven't. Costs involved with the energy delivered to those institutions, alot of people don't understand how the utility rates and so forth are regulated and how they come on stream. I think the quickest and easiest way I can explain it to you is natural gas from the company that I am the director. We serve a half a dozen towns in western Colorado. The company was started 26 years ago. We serve Montrose, Delta, Olathe, Aspen, Glenwood. It was not feasible to have natural gas over there until we discovered on the head of Divide Creek the Plateau Creek Valley, some natural gas. The first wells were drilled and we formed the company and signed the contracts and began to pay 12 cents per thousand cubic feet for that gas. Those wells average about 20 to 25 years in longevity. These contracts were signed for 20 years at 12 cents. Then as the whole area grew and the wells declined we had to sign new wells. And

the next wells were at 18 cents and the next wells were at 24 cents, the next were at 56 and then $1. Today any new gas well we sign up comes in at $3.05 or $3.56. What we do, we still have one 18 cents well on line maybe 120 wells and we average the 18 cents with all of the rest and that everybody pays the average but the average goes up everytime we add the new well and one of these days and not very long, all of our gas will be quivalent to $3 gas and we were originally buying our gas at 12¢. That hasn't fed through the system yet, that is all ahead of you. The same thing is happening in the same way with electricity. As far as your transportation goes, there is going to be dramatic changes, costs in some areas are going to sky rocket on you. I say that we are in a bind and it will even get tighter, I can read it here today, listening to a number of people, the time is right and it is going to have to happen that more cooperative efforts be instituted among communities and districts. Sharing of many, many programs is going to become mandatory and the planning and the setting of that stage maybe possibly even be late. But it has got to come about in those areas. There is a lag of maybe 7, 8, 9 years when all of these costs are going to go up and the tax base and the capabilities of the state of Colorado will fall behind need. All of the people involved with the construction will be here but there won't be any flow of product to create wealth and that is nationwide as well as in Colorado. There are going to be binds on all of us. It is not going to be simple but it points up that if we are going to survive in any education system and particularly in rural education, we must make the greatest effort to work together to continue to producing fine products and at less cost because it is going to be more expensive but a cost that you can possibly finance. I will be standing by and listening to Bob and try to answer some of your questions. Thank you.

Political and Legislative Perspectives

Robert J. Stephenson
Colorado House of Representatives

I don't think we have stopped anything. I was talking with someone coming in and they said, "Well, you have closed the session down." And, I said, "Well, yes we have except for reapportionment." Now the people can give a sigh of relief. People have come up to me and said we need a full-time legislature and I always respond, "We do enough damage in six months. Can you imagine what we would do in 12 months?" I'm sincere when I make that statement. As to the reapportionment issue, we may be in the process of reapportionment for several months.

Before I begin, I would like to say how very much I appreciate the opportunity to be here and my goal is to receive as much, if not more, information from you than you receive from me. I am glad you have the green slips for writing down your questions--that way you don't have to raise your hand and be identified as the one asking the question. I believe we will receive more candid questions using this method.

I would like to present my thoughts in such a way that I will "get your attention." I gave a speech about 2 months ago to the DU Phi Delta Kappa group, about 200 educators, and after my speech, I thought they were going to come across the table at me. I think that the table was the only thing that held them back. I could have told them, and you, what a great job the K-12 educational community was doing; however, I don't believe that is so. There are serious problems in our public school system. Some are caused by government, administration, teachers and/or curricula.

But, what I want is to stimulate your thoughts a little and give you some areas in which you can respond to your needs and problems. Again, I want to stress the importance of getting your input. If we are to pass any laws which will have an effect on you--a good effect--we must have your counsel. Now I noticed in the schedule that you were talking about "critical issues in rural education" right before lunch. There are a lot of diverse issues facing rural

education. In talking with Dr. Bones, he mentioned "so often the rural school districts have had their eyes on the metropolitan districts and said 'that is what we want to be like'--the bigger the district, the better."

Now, I think the metropolitan districts would like to emulate the smaller rural districts. There are a lot of problems associated with the larger districts--problems that you do not want in your schools.

On the Western Slope you have school districts with tremendous increases in population, almost at once. On the Front Range many of the school districts are faced with declining enrollments.

What do we do about declining enrollments? Are these decreases caused by families moving out of your district? Or, are they precipitated by the quality of education your schools are providing, the environment in which this education is presented, or the curricula utilized by your district? Several hundred families in our state have removed their children from the public school system and are educating them in "home study" programs; hundreds of others have enrolled them in private schools. If these reductions in your school district are solely due to demographics then you may have to use your teaching staff at different schools.

For example, if it is necessary to reduce the number of teachers, a teacher may have to teach three days at one school and two at another. It may be necessary to reduce the number of courses offered in your school district. However, if these reductions are caused by the education you are providing, the unhealthy environment or controversial curricula, then we must take steps to correct these deficiencies. We can do it by legislation (enacting new laws or repealing some present laws), improving facility or revising our curricula. Whatever the reason, we need to act!! You cannot read a newspaper or a monthly magazine without reading an article about our failing public educational system. Furthermore, many TV talk shows are addressing this same issue. There are many problems we

must solve in the K-12 community. (Unions, worker contracts, burdensome rules and regulations, busing, curriucla conflicts, budgets, etc.) We can either refuse to move from our existing turf or we can return to accomplishing our basic responsibility--that, is educating children--not enriching, not enhancing--but educating.

QUESTION AND ANSWER SESSION

Participants:

Dr. James Kincaid, Head
Deparment of Education

John Vanderhoof
President, Club 20
Former Governor of Colorado

Bob Stephenson
Colorado House of Representatives
Chairman, House Education Committee

QUESTION AND ANSWER SESSION WITH DR. KINCAID, GOVERNOR VANDERHOOF AND REPRESENTATIVE STEPEHENSON AT FIRST ANNUAL CONFERENCE ON RURAL EDUCATION

Dr. Kincaid: Would you comment on the specific goals you feel educators must accomplish within the next five years? Please be specific.

Rep. Stephenson: There are no limitations or any parameters on our school budgets because the constitution says that we are to provide a thorough and uniform system. What does that mean? In some school districts that may be 100 courses--in others, it may be more than 200. So, what is a thorough and uniform system? We, who are responsible for the purse strings, will never be able to get a handle on the spending until we have established some parameters. Therefore, I believe we need to: (1) determine the state's responsibility in providing a free education to our young people which would meet the requirements of the Lujan case; (2) develop a more equitable funding mechanism in our school districts--we could use income tax, sales tax or a combination of the two.

Dr. Kincaid: Would you want to respond to that Governor Vanderhoof?

Gov. Vanderhoof: Well that would require probably a doctorate to develop all of those thoughts. I think when we were, talking before, I suggested this tremendous change would take place. I don't really believe that the people of this society today know why today is difficult but I think the crunch and the costs are going to make it absolutely mandatory that citizens' attitudes change. There are a number of programs. It has been easy maybe in some of the new novel ones, psychology, speech therapy and some of the others that have teachers who are going from different districts and different communities but there are going to be need for many others. It is not going to be easy but it has got to come about. We cannot afford to heat and cool big spaces and not have many kids. We have got to do some thinking and I guess you are going to have to do

alot of selling. We don't find it easy to cooperate between counties. How many of you deal with Cogs or councils of governments? We have four counties in number 11 Cog. Three of the counties are always getting along and it may not be the same three. But there is one that doesn't get along with the other three most of the time. Well that same thing is going to happen in trying to cooperatively deal or deliver a school system. Human nature is the toughest one of all.

Dr. Kincaid: What do you perceive as the greatest strengths of the public school system? You may want to address it to Colorado.

Rep. Stephenson: First of all, they have the greatest resources available to provide the best education. Our public schools have more than $1.5 billion. So, to me, all we have to do is direct these assets to our main goal and that is to educate children.

Dr. Kincaid: What in your opinion are the reasons for students going to private schools and do you believe the private factor can do a better job of education than the public factor? Why or why not?

Rep. Stephenson: Let me give you three reasons why I see parents sending their children to private schools. (1) Children in private schools are receiving a better education. Achievement scores show students in private schools to be anywhere from 8 to 15 months ahead of those in the public schools. There are several reasons for this--(a) the caliber of students; (b) the differences in governmental control in public school vs. private school; (c) the environment in which their children are receiving their education is less violent and permissive in the private schools than in the public schools; (d) many parents in the evangelical Christian community are removing their children because the

public schools are teaching secular humanism and anti-God religion as part of their curriculum, i.e., situational ethics, values clarification, etc.

Dr. Kincaid: Surely the eastern plains cannot remain unaffected while the front range and western slope are so impacted by numbers. Could you speculate on how the plains might be affected.

Gov. Vanderhoof: I am sure what we mean is a line west of Fort Collins, Greeley, Denver, Colorado Springs. There will continue to be, of course, the vast need of the agricultural product that most of your areas produce. The problems I think are going to be both bad and some good. There will be a tendency for the young men and women from the eastern plains to migrate both to the megalopolis or to the energy front line trenches because of the salary and wage scale. No doubt about it $13.95 an hour sure beats $5.25. This to some degree will take place before there are any offsets but I think there will be some offsets. Maybe not in every small hamlet but in some of the larger plains towns and cities where there is a work force that can be trained and there is a capability of housing and there is a work ethic. When I said before, the magnitude of 8 hundred billion dollars being spent in a 30-35 year period means a whale of alot of equipment. More than there has ever been put together in the history of man in such a small area. Consequently, I would think that there will be a number of opportunities in these smaller areas that meet that criteria and can deliver a product. The human being that can help them deliver a product will be needed, even 200 miles distant. So there need not be the degeneration over that 30 year period. I think it will be a regeneration in many cases. But there will be lag period when the young men and women will leave until the magnitude of the build up in the mountain states is of such extent that they will have the need to flow out for these requirements of construction of these gigantic operations.

Dr. Kincaid: Considering changes demographically and financially, do you see any educational organizations or any institutions that are in a place now to meet student needs in rural areas?

Rep. Stephenson: I am not sure that I fully understand the question. The person who wrote this if you don't mind would you clarify the question? Let me just wing it then. We must have some institutions in place now because we have to by the constitution and I don't know how else to respond to that because I am not sure I know what the intent of the question was.

Gov. Vanderhoof: Let me, I would just add one bit possibly Bob. Looking at agriculture. It is a major user of energy products. Very definitely. Everything from the drying of the grains and all of the planting and harvesting and the delivery and so forth. When I look down through alternate sources of energy, conservation and all of the various new sources that are going to be a part of this change period, I think that there are some new opportunities in the rural area for the creation of new technologies in these that maybe deal with solar energy with and certainly in the San Luis Valley they deal with geothermal. They may deal with geothermal fairly close to this front range. Those new technologies that will sppplant some of the more costly supplies can very well and must be trained some place. Actually this institution right here is probably, I don't know how many people know it, is probably tops in solar research in the home and in small industrial uses. There are going to be centers in Eastern Colorado where these things are going to be done in a new way. And again it is the opportunities that the entrepreneur in the school system that can recognize what needs to be delivered that may have a good system and that can attract the people and so forth. There are some new types of institutions needed are changes in present institutions that could come on line and deliver a new product.

Rep. Stephenson: Let me just John, if I may, I talked to Dr. Bones, I said, "Has there been a study to compare graduates from rural high schools and those from metropolitan?" and he said, "Yes there has been and indicates that those that come out of rural schools are better prepared than those coming out of the metropolitan districts and I would have before he told me that and I shared with him, I would suspect that because of several things. (1) The community is closer to the school system there and also they are coming out of different backgrounds and one of the principles that the kids are learning at home is the principle of work in the work ethic and because of that, they are doing much better in school or I would feel that they were doing better in school any way.

Dr. Kincaid: Instead of expending energy resources on oil shale or other non-renewable dirty energy forms, why doesn't Club 20 put its energy into pressing for the development of clean renewable energy forms such as solar, wind, geo-thermal and so forth?

Gov. Vanderhoof: That is a question brought up by a number of people from time to time as if it was an answer unto itself. With that we can conserve our way into prosperity. We have got to conserve our way in order to prosper because there isn't going to be any longer that cheap resource, that we have used in the past, but likewise there aren't any other miracle resources that will do certain things that the people of the United States and the people of the world must have done. If you take only the agricultural industry itself and the feeding of the people of the United States and a good number of other people in other nations. The transportation and the agricultural industry in itself is the biggest user of that liquid energy resource that we have. Solar energy will be a benefit that will come along. Yet but as a solver of a problem in the magnitude that we are talking about solar will not be a singificant

contributor whatsoever until after the year 2000 and then rather insignificantly because there are some tremendous barriers to it. Technology as we know it today and can predict, and ask you if you don't believe me, go talk to Dr. George Lof at the institution here, that in order to, well just take one item, if we were to replace all of the nuclear power plants that are in operation in the United States today, as alot of people think we should, we would have to cover up the state of West Virginia with solar collectors. And that is only maybe 21 percent of our total electrical generation. In other words when we get into the magnitudes of proposed modern technology, something that seems simple is not simple. To replace solar power plants the acreages of mirrors that we have construct and the volume of material needed causes as much production of those materials as the oil shale industry. So there is no simple solution to it. We are not going to fly airplanes or drive trains or ships and all of these things on solar beams. We know that. We are going to be able to do a good deal of heating of our homes in the future. Imagine how would you like to retrofit Chicago with solar energy or Fort Collins or even Stove Prairie. You know you don't go and retrofit what the people are living in today. Go down to Denver and take one of the large apartment buildings, go out to Washington Park. There are four towers there now. We made some calculations and you would cover up, if you were to 75 percent heat those towers, you would cover up Washington Park and all the way to the interstate. That is the amount of space it takes. So yes we ought to right now move on solar techniques, we should not allow the building of a single house or apartment that isn't designed to get some additional heat from solar energy. That ought to be just an absolute complete demand right now and it would work real well where we live but has some problems where millions of people live. Over 80 percent of the people in the world live at sea level and that is where solar energy works the poorest. If we could

move all the people up here to 5,000, 6,000 feet we could do 75 and 80 percent heating in there house but even if we had our druthers and we wanted to follow that trend and say that we all cut back even more then we are talking about, the energy revolution would come. There are 225 million people living some place besides the Rocky Mountain west and as long as those resources are here and they know they can be developed, they are going to be developed, and I don't care how much we would resist, the people of Chicago and Columbus and New Jersey and so forth are going to see that those resources are produced. So it is nice to have our druthers but what is happening and what I have and many others have predicted are going to happen to the rocky mountain west. Now it depends upon our ingenuity and our common sense on how we handle the situation. I kind of feel like the indians. The Utes Indians must have felt this way when they said they wished to hell you white folks would get on out of here and leave us alone. Well I feel that way sometimes about the people that are moving into by back-yard but I can't stop them and nobody is going to stop them.

Dr. Kincaid: What do you pay for teachers in private schools and where do I apply?

Rep. Stephenson: I believe, if you will check the salaries of teachers in private schools, you will see that they are paid considerably less than those in public schools. Dr. Kincaid, since we are closing, I would like to summarize with this comment. I am concerned about the K-12 public education system and I believe the legislature, school board, parents and the educational community must sit down and resolve these problems for the exodus of students from the public school system will continue to accelerate at a drastic rate. Again, thank you for giving me the opportunity to be here and share my concerns with you.

Dr. Kincaid: I want to express our appreciation to both Governor Vanderhoof and Representative Stephenson for coming and sharing these challenges with us and these concerns with us. I think in response to your summary statements, Rep. Stephenson...that is one of the reasons we included persons like youself on the panel. We need to be challenged by thinking outside of ourselves. We talk to ourselves a lot and we need to be challenged by those thoughts that are not the ones that we expose ourselves to on a regular basis. Hopefully, that is a very viable purpose for a conference of this type. So, we do appreciate those comments and we will give them thought. And, I have heard more of those kinds of things some up in the small group sessions today.

Critical Issues and Future Strategies

Roy G. Brubacher, Assistant Commissioner
Director of Field Services
Colorado Department of Education

During my thirty years in public service one thing that has amazed me is the lack of a good definition of RURAL. At this conference several speakers talked about rural education, rural communities, rural student and rural teachers. Each speaker had a strong message and I learned from each one, but, I still did not hear a clear definition of rural.

What is rural?

To me rural is:

.When the "WELCOME" and "HURRY BACK" sign for your hometown is on the same post.

.When you walk down the street and you know the first name of fifty percent of the people you meet.

.Taking a trip to the State Capitol; meeting one of the leading politicians who asks you where you are from; you tell him, and there is a blank look on his face; he has no idea if you are from the north, east, west or south part of the state.

.When you live one-half mile from your nearest neighbor.

.The taste of dust in your mouth.

.Being able to hear a cow bawl from one mile away.

.Being a third grader and finding out the high school basketball star knows your name.

.Licking the frost of the fence on a cold morning and finding your tongue is stuck to the wire.

.Catching the bus at 6:15 a.m. and riding thirteen miles to school.

.Mounting the school bus and finding the only vacant seat is next to the prettiest girl in your class. You take the seat and become aware of a repulsive aroma and realize you forgot to clean your boots after you walked across the corral earlier that morning.

By now I am sure you realize I too cannot define rural. Perhaps the reason no one can define rural is because rural is a life style, an attitude, a value system and a sense of community pride and not a place of specific dimensions.

This conference is the first statewide conference on rural education. It is my understanding the Colorado State University, Office For Rural Education plans to make this an annual event. I hope the Office For Rural Education can

follow through with its plans. I know I speak for the State Board of Education and the Commissioner of Education when I pledge the cooperation of the Colorado Department of Education. The need for such a conference is a long standing need and Colorado State University is to be commended for its efforts to provide a forum for the many educators of this state interested in the issues that must be addressed by the rural or small schools of the state.

Issues: What are the issues? You have heard a great deal about issues during the two days of this conference. Please, allow me to add to the list what I think are the seven most pressing issues facing this state's rural educators.

1. A rapidly changing state.
2. Equity vs. tax reform.
3. The upward spiraling costs of energy.
4. An aging population.
5. The return of responsibility to local school officials.
6. Staff development for rural educators.
7. Building understanding and credibility in the political arena.

Issue Number 1: A RAPIDLY CHANGING STATE

Colorado is a state that is experiencing tremendous impact as the result of the development of the coal mining and synfuels industry. Projections indicate 1.5 million new people will move to the state within the next twenty years. The impact will not be limited to the northwest part of the state where most of the development activity is taking place. One only has to look at the Denver skyline to realize the impact is not going to be limited to northwest Colorado. Educational leaders must be able to deal with a disrupted social and economic structure, cultural shock, psychological shock, old versus the new power struggle, a changing value system and industrial drain that will cause rapid turn over of staff.

Issue Number 2: EQUITY VERSUS TAX REFORM

In one of the sessions today I heard someone say "If you want more money you ain't going to get it."

Since the Brown vs. Topeka court decision in 1954 the public education system has experienced a growing lack of trust on the part of political leaders and special interest groups. Over the years pressure groups have become very skilled at bypassing the system and going directly to the decision makers at the state or federal levels. We must admit they have been very successful in causing federal and state mandates to be given the public schools. Categorical programs have flourished. At the same time, because of the mandates, inflation and energy shortage, the cost of public education has "skyrocketed". Taxpayers are saying; wait a minute! This is costing too much.

It appears the attitude of federal and state political leaders is to return the decision to provide or not provide special services or programs to local educational leaders. Once the responsibility of the decisions is with local leaders the business of reducing federal and state contributions is an easy task. If this attitude prevails, local educational leaders will no longer be able to justify high costs with, "The Devil made me do it" comment.

If the tax reform versus equity issue is to be dealt with, superintendents and school board members must develop the skills to deal with pressure groups. They must reexamine service delivery and instructional programs. They must develop their respective planning and evaluation skills to the highest degree of competency possible. Especially in rural areas, they must learn to reap the benefits of the economy of scales through cooperative programs.

Issue Number 3: THE UPWARD SPIRALING COSTS OF ENERGY

I will not discuss this issue at length. You have heard former Governor Vanderhoof explain the increasing cost of energy. The real issue, of course, is how to keep the increasing costs of energy from causing a reduction of instructional services being provided the young people attending our schools.

Rural areas will feel the greatest impact from the increased energy cost primarily because of higher per unit delivery costs and greater student mile transportation ratios than more densely populated areas. Educational leaders in rural areas must be willing to design and implement more efficient methods of delivering services. This past school year thirteen school districts implemented a four-day week program. The evaluation of the program has not been completed and probably will not be complete until late summer. I am sure the four-day week is not the answer for all school districts but it is an example of the kind of leadership that must be initiated in Rural Colorado.

Issue Number 4: AN AGING POPULATION

Because of the aging population, less than twenty-five percent of the qualified voters now have children in school. In many rural agricultural communities the figure is less than twenty-five percent. So, it is going to be more and more difficult to gain voter support for school facilities and increased spending.

Education leaders at the local level must devise ways to involve the non-parent voter in the schools. Public schools must become more responsive to the educational needs of adults. Karen Torp, Karen is the state administrator for the General Education Development program, scares me when she tells me about the number of adults in our state that are functionally illiterate, or the number of people that simply cannot compete on the job market because they have not mastered the basic skills necessary to compete on the job market. In urban areas of the state, adults may be able to look to other agencies or institutions for help but in a majority of our rural communities the public schools is the only agency with the capabilities of meeting adult needs. The

community-school concept is a good concept and can be implemented with positive results. Establishment of Business/Industry/Education Councils and making maximum use of accountability committees can be of great help in involving people in your schools, after all, education is a people business.

Issue Number 5: THE RETURNING OF RESPONSIBILITY TO LOCAL SCHOOL OFFICIALS

If the Block Grant concept becomes a reality, many decisions that have been made a long way from the district will now have to be made by local superintendents and school boards. The buck will stop at the school board and not with state or federal agencies.

Educational leaders at the local level will now be required to decide if a program is to continue or is to be implemented. Decisions based on generalities will not hold up. Superintendents and school boards will find they will need to base decisions on very definitive information.

Collecting data, interpreting data, research and evaluation will all become a daily part of the school districts' administrative program. Rural or small school districts will not be able to obtain the information individually because of the lack of resources. They will find it necessary to work through Regional Education Agencies such as Colorado's Boards of Cooperative Services.

Issue Number 6: STAFF DEVELOPMENT FOR RURAL EDUCATORS

The rural areas of this state can no longer afford to accept teachers and administrators that are trained to work in urban areas. Teacher training and administrator training programs provided by most colleges and universities are urban oriented. Even the certification standards encourage specialization.

It is time we start working with our teacher training institutions and state educational agency to make the specific staff development needs of the rural and small schools known.

I was elated when Colorado State University established an Office For Rural Education. The university leadership is to be commended. Rural Colorado needs staff development out-reach programs, teachers that can handle multi class teaching assignments, teachers that can teach in two or three fields, administrators that understand the small community and that can adjust to living in a "fish bowl environment". I am <u>confident</u> CSU will be able to solve all our problems!!

Issue Number 7: BUILDING UNDERSTANDING AND CREDIBILITY IN THE POLITICAL ARENA

Recently I spoke to a group of Rural School Administrators in Spokane, Washington. The title of my speech was <u>Rural Education Has Laryngitis</u>. Rural Education leaders have been out shouted for years. It is time to find an organization that will speak out at the national level. In my opinion, the Rural Education Association is just such an organization. If you are not a member, I am sure Joe Newlin, Executive Secretary of the Association, will sign you up.

It is also time for local boards of education and their administrators to become advocates for their own programs. They must start talking to the political leaders of this state, and it must be done when they are home. It is too late when the legislature is in session. Political leaders must be made aware of the needs and accomplishments of rural schools. They need hard data, not general statements. They need to be invited to your schools when schools are in session.

I have identified seven issues that must be dealt with, starting today. I hope you leave this conference committed to action.

I cannot conclude this talk without reminding you of some of the things for which you should be proud.

Recently I read an article, I am sorry I cannot recall the title or the author. The article stated that fifty percent of the major political and industrial leaders of this nation graduated from high schools with less than five hundred enrollment. Examples are the President of the United States and immediate past President of the United States. The article went on to theorize the reason for the disproportionate percent is the young people in small schools grow up personally knowing the decision makers and gain an insight to the decision making process that students in larger schools do not gain.

Many of the major changes in educational practice and management originated in rural schools. Let me cite a few examples.

.Multi-class teaching: I walked into the high school in Bayfield, Colorado about a year ago and found a young lady teaching algebra, trigonometry and computer math at the same time.

.Modular scheduling: This concept was introduced to this state by Bob King, superintendent at Meeker, Colorado.

.Boards of Cooperative Services: The first board of cooperative services was organized by the fourteen rural school districts of the San Luis Valley.

.Mini-Courses: The first high school to introduce the mini-course concept was Hoehne High School, Hoehne, Colorado.

.Consolidation: In 1905, the first consolidated school district was formed at Sargent.

.Transportation: School transportation was introduced by several rural school districts in the late 1920's.

.Four-Day Week: Thirteen rural school districts implemented the four-day week program during the 1980-81 school year.

.Accreditation by Contract: The first school district to be accredited by contract was San Luis.

.Knowledge Bowl: The program was implemented by the San Juan Board of Cooperative Services and its member school districts.

.Teacher of the Year: Five of the ten Colorado teachers of the year are from Hugo, Battle Rock, Gunnison, Coal Creek and Fort Morgan schools.

I think it is great when Paul Nachtigal completes a seven state study and tells us there are models that work.

I think it is great when committed people like Cal Bones, President of the Rural Education Association, and Anita Lohr, Immediate Past President are willing to come from Iowa and Arizona, respectively, to take part in a Colorado conference.

I think it is great when someone stands before us and holds up a community newspaper and tells us it is published by high school students.

I challenge you to find a cure for your laryngitis. Speak out for rural education.

Thank you!

Banquet Address

Calvin M. Frazier, Commission of Education
Colorado Department of Education

I was afraid of not having any humor but you took care of that for ever and ever. Thank heavens Paula for your part of the program. I want to thank Bill for not only this but the work you have done on Teacher Corps and other contacts that I have had with you. Seriously I do want to thank Paula and I did have an opportunity to sit next to her and to get better acquainted with what she has been doing in this area. Now hopefully maybe extending that to the state in the coming year and a very important contribution. To the Bones family, to Anita, I want you to know that we are not all like this but we are glad you are here and appreciate your contributing to the meeting. Say hello to Bob Benton back there. We have one problem that I am going to get off my chest right away. When I asked to be here I said yes put me down, I will come up for that program. Then I found it was June 8. This was my 29th anniversary and I have been trying for some time how to figure that out as to how to tell my wife about what we were going to do on our anniversary night. I want to give special thanks to a very patient thoughtful woman, my wife. I am going to cover an agenda that I hope the leaders here at CSU and those of you in rural education will give thought to in the coming months. The second one is maybe localized in terms of the Colorado situation but I suspect with finance suits in other states it is as meaningful as the other two. I

appreciate what CSU has done in terms of moving into the rural education area and giving it a focus. And there are lots of good elements of the program. There is also a danger that I would point out to you. You may be aware of this and that is that you can become so tied into the rural education problem that you don't make the bridge in transition to rural education and the issues that I am about to cover in the next few minutes. We are going to need alot of help on a lot of key problems in the next 12 months. I continue to be really optimistic despite some of the things that maybe you have heard today and that I have been subjected to throughout this last legislative session. It has been a challenging one in terms of the Denver area. The questioning and the interrogation that has gone on at the hearings I think has probably been some of the most rigorous and challenging. I loved the debates, I guess what bothers me most is that the concern underneath it there is at least some desire on the part of a few people to do you in and to do public education in and that of course raises my ire somewhat. First off, let's look at the issues and the events that are taking place. The first one is a landmark in my mind. It is as much a landmark as the elementary, secondary education act was in 1965 because you are going to look back on 1981 as the year that Congress and the administration moved to consolidation and I don't think that that has fully been accepted, understood and realized in the field-but the impact is going to be enormous. Now I want to take a few of the discussions that took place last week as we were there to hear the consolidation overview by Secretary Bell to discuss at least somewhat with the Vice President and why this was important to the republican administration and then the negotiations that took place as we sought to change the consolidation bill. I was not going to cover this because I thought we were going to have several months yet before we looked at a

bill that was going to be seriously considered before Congress. However, by tomorrow morning there is a good probability that the administration's consolidation bill will be attached to a budget reconciliation measure and that in the next week we can conceivably see a consolidation of, depending on the version, anywhere from 44 programs into two or 122 into four. Now what is the significance of this? The significance is that when the leadership got together and sought to consider what they could do with massive paper work production major change in regulations they decided that it was just simply easier to repeal all of the educational laws and start all over. What this means then is the somewhat controversial federal handicapped act 94-142 could go out of existence. This would be a major reduction if it were to take place. Now there are some major issues tied to this. I could talk about the battle we had with supplementing or supplanting. That would be one issue - whether or not the money should go to the Governor, the legislature, or the State Board of Education. Secretary of Education Bell was apologetic but all he could say was that it would go to the state and from then on each state would have to settle this on their own. Now for those of us in elementary and secondary, if you think you have had battles in the past, we are in for one heck of a dog fight if it ends up that the legislation is so loosely worded that it could open the door to an argument between that triumvirate. Let me leave this topic, and maybe you will have some questions afterwards. Now, let me deal with an issue that was very much of a concern to me and took a long time to finally get agreement from OMB and David Stockman to bite into the administration's bill. We were there as chief state school officers in the morning to hear the contribution of Secretary Bell and Vice President Bush. In the afternoon a few of us then had an opportunity to discuss concerns that we felt and we identified those in a long

meeting late that afternoon and evening and then started negotiations throughout the night and the next morning. We were sitting there in the department of education but the decisions were not made in the Department of Education. The department of education was merely the place for the telephone whereby you made contact with the OMB and in some cases with David Stockman personally to argue for some of these positions. I mention that because I think it is important for you as educators, not rural educators or state department educators or whatever, but all of us, as educators, to realize that there was a plan, a strategy unfolding back there and I don't mean this in a derogatory way. There are alot of aspects that I fully support but there is an organization that I have not seen in my ten years of going to Washington on various occasions. The Vice President took time to talk with a number of us, about 40 of us, to underscore the unity that existed between OMB, the department, the president's office and it emphasized that they were operating from certain principles and that these were the principles that would ultimately determine the wording in a block grant or consolidation approach. Whether or not these came out of the Heritage Foundation, there is something that you should be aware of as to the philosophical base that is being articulated today in Washinton. We at times ran into difficulty because the wording changes that we were proposing would pose problems to the consolidation bills that were then in motion for health, agriculture and so forth. So unless the wording would fit three or four other cabinet level positions it was rejected outright. There was a unity working and this unity was saying two things very emphatically. The federal government is going to send things back to the state and local level. That is an undeniable goal on the part of this administration. Also, that regulations are going to go and that they are going to go in a massive

sweep. There are other things that dealt with the need to reduce taxes, an economic recovery plan, and so forth, but in the end there was a statement about governance that is impressive and all controlling and I am going to leave that for you to look at in the consolidation bill. I would say that we didn't have a great impact but I would say that we did have some impact. We felt that lumping handicap, disadvantaged, refugee all of these in one title was not good and that there should be two titles, the disadvantaged and the handicapped. At least that is probably a better way to go then to set the stage for the local and state levels between the disadvantaged and the handicapped. They finally did agree to that and that is when the rewriting of Title II came about. In the administration bill, I think largely that are going to work from that for any change. The administration said that in the end they only want two things to happen. They want a plan to be coming up in the local school district to the state and then at the end they want a report from the local school district to the state and then from the state to the federal government. It ended up that the plan and the report would deal with monies received, the number of students served, the number of schools involved and the programs that were provided. We innocently asked, "don't you want any indication of their effectiveness?" "No, that is not important," they said. What crossed my mind was, "is this our way to do any federal aid, for now or for the future?" All they have to say in two or three years is, "yes, you have been spending four or six or 10 billion dollars whatever it is and you know you have absolutely nothing to show for it." And if any of you have dealt with Legislators or Congressmen you know that there is demand for accountability. That is there and will be in the future and that you are foolish to think that you can take money from the taxpayer, use it any way you

want to and not come back to them eventually and say it was a justified social need. We spent it on that and these are the things that changed as a result of that expenditure or you set in motion some antogonism about paying that tax bill that is very justified and give you your basis for reducing it. So we raise the question and let's just write in that it will be required that the local school district and the state shall identify those measures by which they will assess the effectiveness of the programs provided by the federal dollar. Big debate. It would go on and on. Finally, we got a phone call back from OMB. Our proposals were acceptable enough to be debated by their group and by the afternoon they had finally decided to amend that. What I think I concluded out of all of this is that there really is an effort to ultimately shift all educational responsibility back to the local and state level. On the outside you might say hallelujah but underneath it you have to ask yourself several questions and I am just going to give you a couple of examples. We have federal policies that allow for alot of refugees to come in, they are unevenly distributed across the country and 13 states by and large carry that burden because of a federal policy decision. Is that an appropriate role for the federal government? I think it is. I think if you don't have some federal contribution toward research and development that is not likely that the locals and the states will ever see that as a priority when in fact that may be central to improving the educational domain. What this whole consolidation issue is raising in the minds of OMB and others back there is what is the federal role of education? I think it has been too broad myself and others would argue that it was not broad enough. But I think there is a role and I think that in the next 12 months we will probably have some significant debates over a careful definition of that role - quite a contrast over what we

have gone through in the last two decades. So, the agenda for CSU's Rural Education Office and rural educators is to look at the role of the federal government and to look at this then in terms of the impact consolidation is going to set in motion on those kinds of decisions that are now going to be left to the state and to the local school districts. I welcome it. I hear people say, "Gee you people are just not going to be able to do this." And I keep saying, "We have done it for a long time and we have done it very well. So try us." But there is going to be some good decision making challenges and I hope this group is helping rural education in that area - in the school districts and so forth. Secondly, a very great plea from our own state. The school finance act is delayed in terms of a decision from the Supreme Court. Hearings now will probably not be held until September or could be as late as October and a decision not forth coming until May, maybe even June or early summer of 82'. In talking with Senator Meikeljohn this morning about the inter-study agenda, school finance is not going to be emphasized. We are going to be emphasizing special education and community college vocational education. Probably in that order. Special education first and then, in the fall, the community college vocational education and the governance aspect thereof. I would hope that as you look at rural education and your role up here as leaders in this area that Bill, you and CSU can kind of help think through issues in that area on behalf of rural education and I think there needs to be a very strong voice in terms of certification issues that you may sense in special education that maybe the metro areas want. There are some differences in both of those programs and those needs in vocational education and special education. Some articulation in those concerns needs to be made. Again, I see some BOCES directors here and that is a charge I think to the BOCES organization in those

arenas. Lastly, I want to just say in terms of that school finance issue we have got to continue to look at the problems of salaries in the rural areas. I am just going to say this until everybody gets sick. I think there are some people that are sick now of low salaries. I don't know whether the answer is a fake salary schedule. Frankly, I would be willing to really see an investigation of that. But somehow you just are not going to be able to leave people out there any longer at 13, 14, 15 thousand dollars after several years of labor in the fields and then have an economy geared to energy production where salaries are starting at 20, 25, 27 thousand dollars and not see an exodus of good people away from the rural areas. It is going to come and when it does we are going to lose opportunities that I think are critical for this country and for the state in the rural areas. Salaries, we have got to keep pushing that and pushing that and we have to talk about it during the Luhan Case and make sure that the problem is noted. The next thing that I want to talk about is the publication, probably after the first of the year, of John Goodlad's enormous 8 million dollar study. The preliminary results are out. Some of you have probably heard Dr. Goodlad or read some of his early summarizations of this. He has not really "unloaded" yet, in a sense. This study probably is going to be one of the most definitive studies on American Education of this century. I just can't see all of the groups putting up this much money again for the indepth study that Dr. Goodlad headed over the last six years. Now in the study he is going to raise alot of issues. It is going to press about September and should come out after the first of the year and he is going to be raising questions about the differences found across the country in terms of everything from the amount of time spent in school and the real study time. And there is an enormous variation between schools where you would find one

school running at 21 hours of instructional time and another 29 hours of instructional time in a week. Wide variations. Variations from 25 percent of the time on reading in the primary grades to some schools that are giving 60 to 70 percent of reading in the other grades. Instructional time was carefully defined for all schools. He is going to raise questions about the organizational aspects of schools, the use of time, and the curriculum in the sense of academic versus vocational. A lot of interesting information is in there in regard to rural education. Programs have often come to reflect an interest of a superintendent or a principal in some cases where vocational offerings will make up 50 to 60 percent of the curriculum while in another similar type rural area the percentage may only be 30 percent. That is just the tip of an iceberg in terms of that Goodlad study and I think that when these findings come throughout the fall groups such as the rural education unit at CSU and organizations like McRel should give these data their attention. Let me close by just saying the morning didn't start very well for me. Before I left home I was watching one of the morning shows and Phil Donahue came on to interview a couple of the parents leading the Parent Coalition movement to encourage kids to leave public schools. How many saw that segment that Donahue had on that? It was darn irritating. I believe the chief comment was made by Donahue in his very insightful way, when he said, "When you pick away here and there, you are really taking bricks out of a system. Doesn't that cause the system to fall?" Right away the head of the parent coalition group said, "Absolutely. We want to eventually pull enough bricks out that the system collapses. That is exactly what we want." Well, you saw some evidence of that today with one of your speakers. We have a few voices like that and we want to keep that number to a few in Colorado. I fumed about the show all the way to the office. Senator Meiklejohn and I talked later by phone. I said Senator you tell me what your mad is first and then I will tell you why I'm mad. He, too had watched the Donahue show. He said he was mad

because I don't care what they say, most of what they say is not true of Colorado schools. He said he had been around this state and heard the feelings and all and it just isn't true. We need more of the Meiklejohns. We had a very ironic thing happen in the session this year. We were listening to stories from Arizona and other states where the legislatures had pushed through the testing of teacher competence. They did it right over the bodies of the professionals, in most cases. Here in Colorado we were unified to a great extent with the deans, CEA, CASB, CASE, and others saying we want teacher competencies to be tested before students go into student teaching and into the field. In every committee vote we would squeak by. We got up to the House floor and I really was not sure it was going to pass. A very strong Republican leader said, "I don't know, Cal, things aren't that bad in Colorado. Why do we need laws like this. Really we are all fairly satisfied with teacher education programs." Apparently you don't get that reaction in very many other states right now. Be proud of the support you have in this state. You have some good programs. You have some good programs because you have some people here at the front table, Deans of Education such as Bill Johnson, and many other outstanding teachers and administrators who have done an excellent job.

Discussion Group Title

Research Issues in Rural Education

Moderator: William Timpson, CSU Dept. of Education, Director, CSU-Ft. Lupton Teacher Corps Project

Participants: Donald Johnson, Dean, CSU College of Agriculture
Patrick Jordan, Director, CSU Experiment Station
James Kincaid, Head CSU Dept. of Education
Don Sorenson, CSU Dept. of Economics, Kellogg Western Slope Project
Gail Shellberg, Staff Assistant to the Director, CSU Cooperative Extension Service
Robert Richburg, CSU Dept. of Education, Project Leader for 4-Day School Week Evaluation
Eldon Savage, CSU Institute of Rural Environmental Health

Daryl Hobbs, Dept. of Sociology, University of Missouri
Everitt Eddington, ERIC, New Mexico State University
Marv Weiss, Sterling Junior College
Karl Bethke, Colorado Education Association
Bill Hayes, CSU's Dept. of Industrial Sciences
Calvin Bones, Council Bluffs, Iowa

Discussion Summary

Bill Timpson: I'm here because I am directing a large federal staff development project that links CSU with the small community of Ft. Lupton, Colorado. The purpose of this session is to share experiences and concerns about research in rural areas and if possible, to suggest some directions for the Office for Rural Education with respect to future research efforts. The description of this session in the conference program included the following issues: local vs. institutional agendas and concerns, financial supports, problems of distances, questions of regional and national priorities, and translation of basic research into application.

Jim Kincaid: (Experience overseas in Africa as well as domestically with various federal projects.) Significant problems have existed with the coordination of federal projects and agencies in small communities.

Marv Weiss: Sterling Junior College is responding to the needs of outlying communities to offer outreach classes.

Daryl Hobbs: The typical research approach is to extract data from a community for the use of investigators who are external to that community. I have been involved with a research project that has gathered data for the use of a local community in helping to resolve various local issues. Research should be a cooperative effort between local communities and external investigators.

Ev Eddington: My interest is in status attainment issues for rural youth and dissemination of information to those interested in rural communities through the ERIC rural education center at New Mexico State University.

Paul Bethke: Tremendous disparities in salaries exist across the various school districts in the state, with rural districts on the bottom.

Eldon Savage: Concerened with the misuse of data by regulatory agencies. After we are contracted with to gather certain information and then turn it over to an agency we lose control over the correct use of that data.

Gail Shellberg: Interagency communication and cooperation needed.

Don Johnson: Supports for agriculture are eroding and rural communities are seriously affected.

Pat Jordan: Three issues predominate in rural research: energy, natural resources, policy issues. But whose agenda will be addressed-the S.'s, rural communities', Colorado's? Water issues are critical in the West. Production of food for the world's needs will become increasingly critical.

Bill Hayes: Cooperation needed with business and industry.

Don Sorenson: Value or meaning issues must be addressed. Small can be beautiful. Toffler's "Third Wave" is an important new book. Values and knowledge must be integrated. The small Western slope communities that I am working with as part of the Kellogg grant have a very solid past and tradition. However, the urbanization process is changing that tradition rapidly. Resources within the community must be identified and cultivated.

Ev Eddington: Traditional structures must change. Retraining and re-education is needed.

Don Johnson: First, there are no rewards for interdisciplinary work. Second, we need to identify what is researchable.

Ev Eddington: This interdisciplinary dialogue here is valuable and needed. There are fine state centers in the U.S. focusing on rural education. CSU's Office for Rural Education is moving faster and further than any of the others.

Pat Jordan: Definitions of what constitutes rural are needed. Rural resources must be identified.

Daryl Hobbs: Education may be too important to leave to educators. Similarly, health may be too important to leave just to doctors, and agriculture too important to leave to agriculturalists.

Ev Eddington: Block grants may be the best thing to happen to rural education in a long time.

Don Johnson: Is it the university's responsibility to provide the needed leadership?

Bill Timpson: Soviet researchers in education have criticized U.S. and Western research for being totally preoccupied with accurate descriptions of what exists as opposed to pointing the way to what should be. Research, they argue, should help define the ideal and lead society in that direction.

Don Johnson: CSU is too much of a research factory to produce much cooperative and interdisciplinary effort.

Eldon Savage: Interdisciplinary research is difficult because individual faculty want to be the principle investigators.

Don Johnson: What ORE or any institutional structure can do is help define the problem, help find the resources and then get out of the way.

Pat Jordon: Specific goals are also needed.

Cal Bones: Colorado seems to be at a crossroads with respect to rural education. Some monies from energy development will have spinoffs back to the state. The university will have to provide the leadership.

Discussion Group Title

Developing Rural Education Models That Work

Moderator: Paul Nachtigal

Discussion Summary

New rural education models to be successful must address problems which are perceived to be important problems not only to educators but the larger rural community as well. Secondly, the development process needs to be consistent with the normal operating style of the community. This generally means allowing for a long time span with a low level of funding. Time if needed to work with all the important actors both in the school and the community. Funding levels need to be consistent with what is normally available to the community. Models that work are those that capitalize on the natural strengths of small size, e.g., flexibility, making use of the ready access to human and environmental resources in the community. Such models very often grow out of adapting outside ideas to local conditions and in response to some outside force such as a new state or federal requirement. And finally creating new models requires a cadre of school and community leadership which works together over time.

Discussion Group Title

Rural Teacher Training and Recruitment in the 80's

Moderator: Lonnie Wood

Discussion Summary

The afternoon session focused on an examination of supply and demand data concerning the prospect of teacher availability for rural and small schools during the 1980's and a discussion of programs specifically designed to prepare teachers for rural and small schools.

The consensus of the group after discussing the available data was that regional differences due to population trends would cause some areas to experience severe shortages in some areas -- Vocational Agriculture, mathematics, science, industrial arts, music, special education and other areas to have an oversupply due to declining enrollments.

In the area of teacher training, concerns were expressed that programs must reflect the needs of small communities by providing more diversity in certification programs, expanding the use of minors to enable candidates to teach in more than one area, and providing a experiential base to help candidates adapt to the sociology of small communities.

Discussion Group Title

In-Service Training Opportunities

Moderators: Hubert H. Wolfe and Howard Bruner

Discussion Summary

Participants and moderators discussed that in the future the need for in-service training opportunities will be even greater than at present. This will be due to more responsibilities in educating all students, more social, population and mobility changes, and more pressures for continued improvement in educational opportunities for children. A number of school districts in Colorado are presently involved in systematically planning in-service training opportunities through the National In-service Network process. This involves problem identification, problem verification, needs assessment, and in-service action plan and evaluation.

Major staff development problems were discussed:

1. mobility of teachers
2. funding limitations
3. distance from training centers
4. need for cooperative effort
5. leadership training in staff development

Recommendations:

1. procedure be established for delivery of in-service to rural communities.
2. develop a council to deal with this problem. (School-BOCS, University).
3. develop a resource list for small school use in in-service.
4. concern for developing a superintendency program at C.S.U.

Discussion Group Title

The Need for Innovative Models and Alternative Organizational Designs

Moderator: Paul Nachtigal

Discussion Summary

The need for innovative models and alternative organizational designs was addressed from three different sets of arguments. The first focused on the problems of incompatability between the one-best-system model of education with its mass production characteristics and the rural school with its small numbers which result in the inefficient operation of that model. Existing policy constraints of curriculum, teacher certification, finance formulas, accreditation standards...were discussed in light of the needs of small schools.

A second set of arguments for innovative models grew out of the unique characteristics of small rural communities, e.g., small rural communities are less bureaucratic, rely on verbal communication, are tightly knit/personal social structures, made up of generalists...

A final set of arguments for innovative models grew out of a reexamination of possible functions of the small rural school. Often the largest economic and human resource enterprise in the community, it has the potential for serving as an agency of rural development and social service in addition to its traditional education role.

Discussion Group Title

Four Day School Week Experiment: Preliminary Report

Moderator: Robert W. Richburg

Discussion Summary

The report focused on the results of the survey questionnaires administered to parents, teachers and students in the twelve schools that participated in the four day week experiment. 91% of the 767 parents surveyed favored the four day schedule over the five. 94% of the 205 teachers supported it and 93% of the nearly 1500 students preferred it.

Preliminary findings indicate that school districts will save roughly 20% in energy costs with the four day week and that student achievement is equivalent to that under the five day schedule.

STAFF DEVELOPMENT

ISSUES IN A RURAL SETTING

1981

Prepared by:

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The main goal of staff development is school improvement. Staff development is a process, a way of improving the school, which involves both individuals, teams of individuals and the organization as a whole. The way one defines staff development plays an important role in the kinds of activities and inservice models used to improve the school. The definition that we have chosen to use is as follows:

> Staff development is a process designed to foster personal and professional growth for individuals within a respectful, supportive, positive organizational climate having as its ultimate aim better learning for students and continuous, responsible self-renewal for educators and schools.
>
> (Dillon-Peterson, 1981)
> ASCD Yearbook

If one accepts the definition stated above, then one can begin to ask the kinds of questions that bring critical issues "out in the open." One question that would certainly be asked is, "Who is responsible for staff development?" In the large urban school system one is likely to find a number of people who have as their main focus the development of staff. In a rural setting, a full-time staff development position is often impractical and nonexistent. Thus, the responsibility for initiating the staff development process must fall to one or more people who have other roles and duties.

Some rural educators have answered the "Who?" question by drawing from the large school model; they make the assumption that the main responsibility must

rest with a key administrator. Although research supports the notion that the involvement of a key administrator is a necessary condition for quality staff development to occur, it is not shown to be a sufficient condition. In fact, much of the current research indicates that the type of administrative involvement is as critical as the act of being involved.

Thus, the answer to the "Who?" question is partially, "An administrator." And, research indicates that the key administrator is the building principal. But, the research also indicates that the most effective process involves an administrator working with other key people. In fact, the other key people may assume most of the duties with the administrator providing assistance and needed support services.

The question now becomes, "Other than an administrator, who should lead the staff development effort at a school?" To answer this question, the staff must first understand the process. What ought a staff development leader do? What kinds of qualities must staff development leaders possess? The key qualities of a staff development leader are:

1. A knowledge of the staff development process.

   They should understand that it is continuous, involves careful planning, an assessment phase, a program development phase, an implementation phase, and an evaluation phase.

2. An understanding of the definition of staff development used by districts.

   Before a comprehensive staff development program is put into operation, all key individuals must understand who and what is considered to be a part of staff development. Will bus divers be included? What kinds of funds are available to support staff development activities? Will the definition include both personal and professional growth? Will the growth of the organization be included? Etc.

3. Ability to do the duties required.

   What kinds of tasks are expected to be done by key leaders? Will they conduct a needs assessment? Will they submit written records of all meetings and plans? Who will present plans to

staff? Who will be in charge of identifying resources such as consultants, workshops, and hardware?

4. Training and/or experience with staff development activities.

   Some staff may be overlooked for leadership because they do not have formal training in staff development leadership. Often, one will find many individuals with all the qualities to perform a key role but lacking the confidence and support to do so. If a district does not have people trained in staff development; then the process ought to begin there. Training can be on-going and occur when needed. For example, if a district does not have someone trained to help plan and implement a needs assessment, a district employee ought to receive the training prior to doing the assessment.

5. Ability to work with people.

   Since staff development is a people process, it is crucial that the key leaders have the trust and rapport necessary with the staff involved. Often, subject matter experts are selected to lead staff development efforts because of their knowledge. Many of these efforts have failed because their personal skills "turn off" others and often impede the process. It should also be noted that with personal relations skills goes an ability to communicate with the community. This is particularly essential if you are planning a change which might not have the total support of the community.

In a rural setting, it may be very difficult to find one staff member with all of the above qualities. It may be impossible. The solution suggested is to form a staff development team which seeks to identify people (or have people identify themselves) for the key duties. There is a place for the subject matter expert who is not a staff leader as well as the person with exceptional personal relations skills who is a generalist. Who is selected is not dependent upon a particular position or pre-existing model. The "who" is dependent upon who is willing and who possesses the needed talents to do the job.

Staff development is an integral part of school improvement. No amount of facility improvement, purchasing of new materials or curriculum reorganization can improve schools if those who are to work in the facility, use the new materials and implement the curricula are unprepared to make them work. The challenge rests with the individual school district. There is no prescribed,

cookbook approach to working with staff development. It is a highly creative process which demands attention to individual as well as organizational idiosyncracies of each school. What works in one community may not work elsewhere.

However, rural educators need not seek solutions to their problems alone and isolated from other rural educators with similar problems. Rural educators who seek solutions to their problems need collegial relationships with other rural educators. Thus, a forum for discussing issues, identifying problems, suggesting alternative solutions to problems and evaluating current practices is essential. Rural educators need a support system, communication with other key educators and a knowledge that they are not alone in the educational community.

To that end, the following issues were chosen as a focus. No explanation of the issues are given in this paper. Our intent is to present each issue and allow time for discussion and debate. Should you gain an interesting insight or something that might help you in your staff development process, jot it down in the space provided.

STAFF DEVELOPMENT--ISSUES IN A RURAL SETTING

1. Resistance to outsiders.

2. Values clash between school and community.

3. Limited staff with limited resources.

4. Administrative personnel uniformed on staff development parameters.

5. Understanding organizational development.

6. Staff development is on-going...i.e., turnover issue.

7. District policy direction on staff development.

8. Community development and staff development parallel.

9. Teacher fear of sharing.
    a. videotape sharing
    b. demonstration/display presentation
    c. documentation
    d. 5 minute presentations

10. Importance of multiple approach (what works for one may not for another).

11. - continuous process.

12. What teachers want
    a. migrants enable them to define individually
    b. place to be alone
    c. courses
    d. materials, inservice, network

FIRST ANNUAL COLORADO CONFERENCE
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